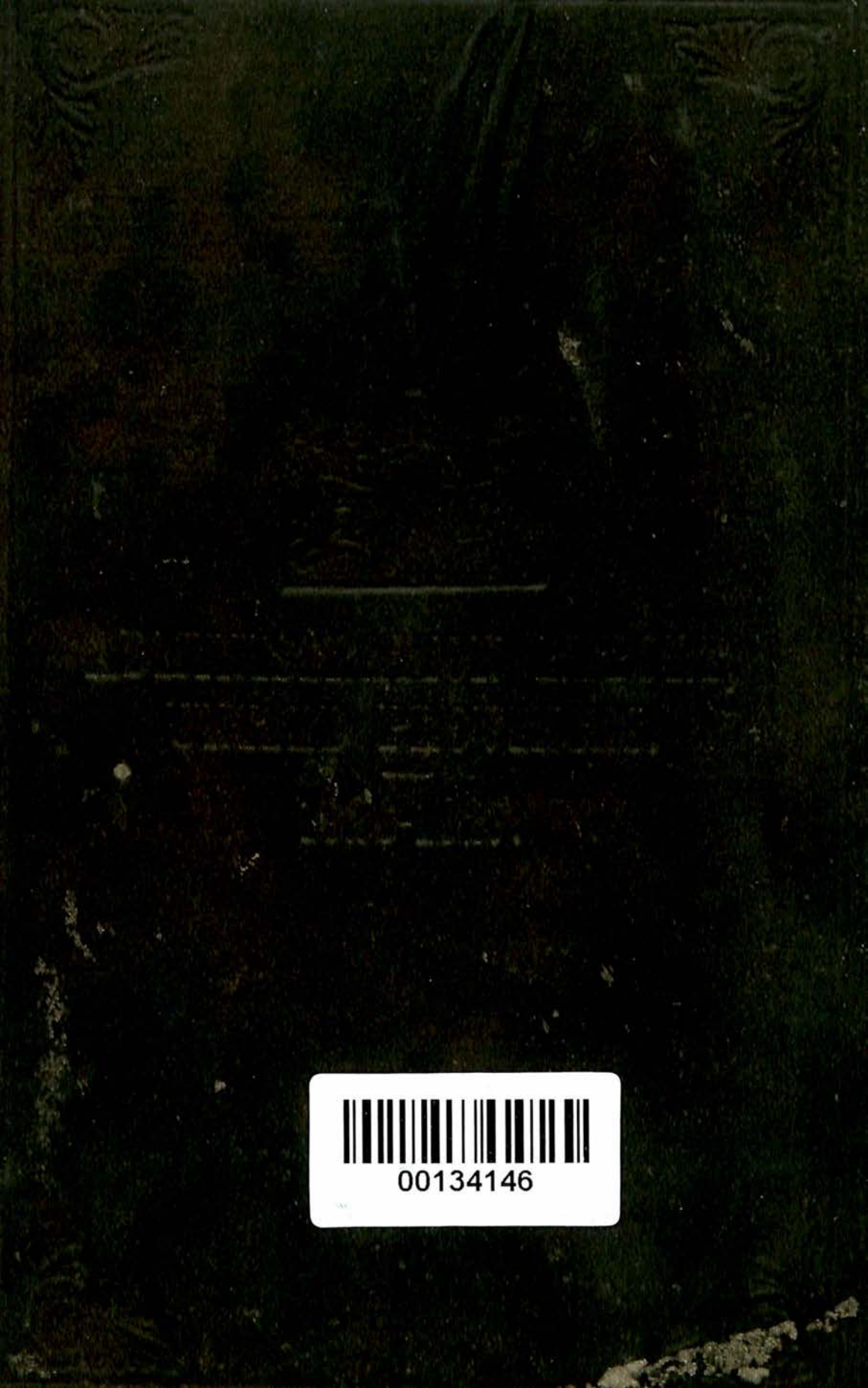
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Report on the
Administration
of the United Provinces of Agra and Oudh

1926-1927

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Report on the Administration

OF THE

United Provinces of Agra and Oudh

IN

1926-27.

INTRODUCTORY NOTE.

THIS report reviews for the most part the general conditions of the financial year from April 1926 to March 1927. Part I, the General Summary, attempts to give a broad survey of the notable events, with their tendencies, of the calendar year 1927. Part II describes in detail and with statistics the working of each department of Government, and is based on departmental reports which deal with the agricultural year, the financial year, the revenue year, or the calendar year, according to the period fixed for the review of a particular subject.

PART I.—GENERAL SUMMARY.

GENERAL CONDITIONS.

1. Through mingled storm and sunshine the province continued to advance during 1927 towards its realization of moral and material improvement.

Amidst the tumult of communal bickering, the actual development achieved naturally fell short of what might have been expected in a quieter atmosphere. The number of communal riots far exceeded the total of any previous year during the last six years. Energies which were thus dissipated in argument or attack might with national benefit have been utilized for constructive purposes. As it was, the evanescent prospect of combined effort for improvement became more illusive than ever.

Trade was depressed, partly because the home market was slack, and partly because the grip of foreign competition on India has tightened. Wages, however, maintained their upward trend, and labour found no serious cause for discontent.

Nevertheless, the satisfactory features of the period under review outbalanced its shortcomings. Moderately good rains, satisfactory crops, and a fairly healthy year made at least for the contentment, if not for the prosperity, of the province as a whole. Grain prices were generally favourable to the agricultural classes. The progress made with the construction of the Sarda Canal will soon enable the cultivator to enjoy irrigational facilities of first class importance. The steady, though slow, expansion of co-operation testifies both to the improvement which it has undergone and to the increased acceptance which the movement now finds among the classes whom it is intended to benefit.

The Excise policy of Government is beginning to bear fruit in its attempt to promote temperance. Crime, apart from communal fracas, was normal, and justice was both speedier and more easy as a result of the rise in the number of courts.

The nation-building departments were instinct with activity, and brought the province one stage nearer to the realization of its ideals of moral and material wellbeing. Education has undergone great expansion. The Department of Agriculture has made sustained efforts to improve husbandry ; and industry has received from Government both patronage and stimulus, the character and extent of which are developing every day. Medical assistance has improved in quality, and extends over a wider area. Sanitation and town improvement have gone on apace. The finances of the province give promise of an easier situation and possibly of dawning prosperity.

Political conditions.

2. There was no political incident of a purely provincial character. Political conditions in the United Provinces were in no sense isolated, but were part of the general situation in India as a whole. In them was very little that is new. In fact the political atmosphere might be described as rather stale until it was freshened up towards the close of the year by philippics against the constitution of the Statutory Commission.

The All-India Congress held at Gauhati in December, 1926, marked a further relaxation of Swarajist rigidity of conduct. It is true that the resolutions which enjoined the wearing of *khaddar* and prescribed opposition to ministries prolonged a sort of pseudo-non-co-operation inside the legislatures. But in other ways the change referred to was obvious enough. At

Cawnpore the programme had been "to refuse all supplies and reject all demands." At Gauhati an exception was made in favour of "funds needed for measures necessary for the healthy growth of national life and the advancement of economic, agricultural, industrial and commercial interests of the country."

The All-India Congress Committee held at Bombay in May, 1927, advanced a step further when they decided that the Gauhati resolution relating to ministries did not impose on Congressmen "the duty to defeat a ministry, if the result of such action, in the judgement of the party, is likely to strengthen the bureaucracy or any other anti-national party."

The *khaddar* resolution widened the cleavage between the Responsivist and the Swarajist sections of the Congress; and a breach with the Hindu Mahasabha party was only avoided by shelving, for the time being, the subject of Hindu-Muslim unity. The question whether or not to oppose the Madras ministry made the split within the Congress even more pronounced.

At Delhi the Muslim League formulated its aims, and emphasized the need for a rapprochement between the two major communities of India.

Tentative efforts were made, more especially by Mr. Jinnah, Pandit Moti Lal Nehru, and Mrs. Naidu, to secure Hindu-Muslim unity. It was considered that separate electorates contributed to the antagonism between the communities. The Unity Conference held at Delhi under the auspices of Mr. Jinnah advocated the acceptance by Muslims of joint electorates, provided that the Hindus agreed to the separation of Sind, and to the introduction of reforms in the North-West Frontier. The question continued later on to engross the attention of leaders at Simla. There seemed a prospect of agreement, when at Calcutta the All-India Congress Committee, held in October, 1927, accepted the redistribution of provinces in principle, and gave a qualified approval, under certain restrictions, to music before mosques, the slaughter of cows and conversion and re-conversion. But this prospect was short-lived. The committee of the Hindu Mahasabha severely criticized Mr. Srinivasa Iyengar, the President of the Congress, for the proceedings at Calcutta in view of a decree passed by the Mahasabha at Patna that the time had not arrived for considering the proposals of the Delhi Unity Conference.

The fact is that during 1927 all over India the shadow of communal antagonism grew deeper. The murder of Swami Shraddhanand in December, 1926, kindled Hindu-Muslim antipathy to fever heat, Shivaji tercentenary celebrations served as occasions for emphasizing Hindu nationalism, and the position was not improved by the attempts which were made in some quarters to vilify the Mahratta hero. The *Rangila Rasul* decision made matters even worse, and a modification of the law did not, at first, do much to ease the situation. While Muhammadans were barely satisfied, some Hindus regarded the amendment of the law as putting a premium on intolerance. The expulsion of Hindus from the Frontier, and the absence of the usual *Ram Lila* celebrations at Allahabad and other places, also evoked strong expressions of discontent by Hindus, not only with the Muslims but also with the Government. In this province there were 27 communal riots, the highest number on record during the last six years.

In contrast with the communal situation, political feeling of the province was somewhat easier. The question of the Bengal détenus still agitated public opinion, but the subsequent release of some persons, in particular of Mr. S. C. Bose, was regarded as a sign of returning grace in the Government. If the disabilities of Indians in Kenya continued to form a grievance, the South African settlement was hailed with general approval; and the appointment of Mr. Shastri as Agent accredited to the Dominion Government obtained universal acceptance. The report of the Skeen Committee and the unanimity of its recommendations were generally welcomed.

The province was agog with speculation regarding the personnel of the Statutory Commission, when the official announcement on the subject, on November 8, revived agitation. Under the leadership of Sir Tej Bahadur Sapru, Mr. Jinnah and Sir Ali Imam a boycott movement was organized.

The Press.

3. During 1927 the Press concentrated its attention on the communal situation, and also towards the close of the year, on the Statutory Commission.

The year began with intense excitement over the murder of Swami Shraddhanand. Newspapers of all communities and of all shades of opinion combined to condemn the outrage. Hindu papers generally held the crime to be the outcome of an organized

conspiracy by Muslims. They appealed to Hindus for greater activity in their endeavour to promote *shuddhi* and *sangathan* as a practical tribute to the memory of the deceased. A series of murders or attempted murders in Lahore, Ajmere, Bahraich, Pilibhit and elsewhere gave a semblance of reality to the charge of conspiracy, and furnished so many occasions for condemning Government as "indifferent" to attacks on the safety and honour of the Hindu community.

Muslim papers resented an attitude which branded their community with the crimes of individuals. They protested in particular against the attempt of some Hindu papers to demonstrate that murder was sanctioned by the *Qoran*, and that violence was a natural consequence of Islamic teaching.

The approach of the festival season made controversy even more acute. Hindu papers interpreted the restrictions which local authorities found it necessary to impose on the playing of music before mosques—especially during the *Ram Lila* at Allahabad—as evincing the partiality of Government for Muhammadans. The Muslim press, on the other hand, denied the right of Hindus to play music before mosques, and maintained that it was not only a new claim but also an item in a programme to secure political supremacy. Each section of the press also accused Government of failing to deal effectively with violence, as part of a deliberate scheme to promote dissension. Muhammadans nevertheless protested against the firing at Barisal which they professed to regard as a new Jallianwala.

The acquittal of the editor in the *Rangila Rasul* case and the conviction of the editor of the *Muslim Outlook* for contempt of court roused a storm of indignation in the Muslim press. Muslim papers pressed for a modification of the law governing attacks on religion, while the Hindu press criticized the measure as an addition to the "armoury of repression."

A suggestion in the *Times of India* that the Arya Samaj should be suppressed was the occasion of wordy battles between the two sections of the press. One naturally supported the suggestion, while the other combated it.

The question of communal representation was discussed with considerable heat. Each side attributed the failure of unity conferences to the obstructive tactics of the other, and while the Muslim papers contended that Hindus were trying to monopolize

all posts in the public services, the Hindu papers complained that Muslims had more than their fair share in the Police.

Towards the close of the year the Statutory Commission was the chief topic of discussion. Hindu papers protested against the exclusion of Indians as a national insult and advocated a complete boycott. Muslim opinion was sharply divided at the beginning, but gradually crystallized in favour of the Commission. It was pointed out that had Indians been included most of them would have been Hindus who would have done their best to prejudice European members against the Muslim demand for the extension of separate electorates.

A few other topics also came in for comment. The affairs of Indian States were generally discussed on communal lines. On some matters, however, there was unanimity. The press, generally, showed sympathy with the fate of the persons convicted in the Kakori Conspiracy case; criticized the judgement of the Chief Court as being harsh and regarded Government as callous in rejecting appeals for mercy. It also followed with interest the so-called nationalist movement in China and generally protested against the despatch of Indian troops for what was represented as the "suppression of a nation struggling for freedom."

Some papers persistently preached communist views, and advocated the organization of labourers, peasants and the depressed classes as the most effective means of attaining independence.

The Legislative Council.

4. The year opened with a new Council for which elections had been held in 1926. The percentage of votes recorded steadily improved from 53 in 1920 to 49·32 in 1926. The membership of the Council is 123, of whom 100 are elected. The grouping of parties underwent important modifications. In the old Council the Swarajists, mustering 33, were the best organized party among the elected members. In the new Council there is a Nationalist party led by Mr. Chintamani, which counts about thirty-two members. The Swaraj party is still led by Pandit Govind Ballabh Pant and has a strength of about twenty-two members. There is a fluid group of about thirteen members who call themselves Independents.

The new Council met on January 10, 1927, and unanimously re-elected the Hon'ble Rai Bahadur Lal Sita Ram as its President, thereby marking the growth of an important convention in regard to the tenure of the office of the President of the Council. The Council discussed a number of important resolutions, such as the amendment of the district boards' education rules, the goal of excise policy, the abolition of commissioners, grants to the Benares Hindu University and the improvement of rural areas. During the budget session the Council was able to discuss only seven out of 32 demands for grants. Among the important cuts which were carried by the Council were those dealing with Land Revenue settlements, the abolition of the Appointment Department and of the post of Chief Secretary, the reclamation of criminal tribes and the appointment of a committee for dealing with the administration of jails. During the June session at Naini Tal the Council passed by a narrow majority the provision in the supplementary estimates for additional armed police. The Council also discussed the Indianization of the Secretariat and the provincialization of district board roads. In the November session the Council passed a resolution in favour of removing the sex disqualification for membership of the Council. Before the close of the year the Council passed the Agra Zamindars' Contribution Bill after a protracted debate.

During 1927 nearly six thousand questions, mostly starred, were asked, covering a wide range of subjects.

Crime and Police administration.

Crime in 1926-27.

5. Good prices and a satisfactory monsoon were responsible for the crime statistics being more or less normal in 1926. During 1927 the generally favourable economic conditions helped to improve the situation. Apart from riots and murders serious crime has undergone some diminution.

The communal tension which was the chief feature of the year was responsible for widespread rioting all over the province. Communal riots occurred at Aligarh, Dehra Dun, Ballia, Azamgarh, Garhmuktesar, Sandila, Benares and several other places. In Bareilly city serious rioting took place during the *Muharram*, and lasted several days. Fourteen persons were killed, and a much larger number were injured. At Cawnpore there was serious trouble, and two persons were killed while 189 were injured. At Bahadurganj in the Ghazipur district a

riot caused the death of one person. In the Gorakhpur district a grave situation was created by the persistent defilement of mosques and temples in the Deoria circle. In Allahabad city tranquillity was maintained only by the retention of the punitive police for another year. At Aligarh, Bareilly and Dehra Dun punitive police had also to be imposed. In Fatehgarh city party strife was only avoided by general action under sections 107 and 144, Criminal Procedure Code.

The improvement which was achieved in the repression of dacoity was maintained in 1927, and for the fourth year in succession the figures for dacoity have declined. The break up of the Kanjar gang which infested the Chambal ravines and the arrest of the notorious Chatarpal Singh have substantially reduced dacoity during the last few months. Of the Kanjar dacoits over one hundred have been arrested. As a result, dacoity in the Agra province has practically ceased. The States of Gwalior, Dholpur and Bharatpur co-operated with the Special Dacoity Police, which was also instrumental in rounding off other gangs that preyed upon the districts of Meerut, Saharanpur, Muzaffarnagar, Bulandshahr, Bijnor, Moradabad, Naini Tal, Mainpuri, Etawah, Muttra, Aligarh, Jalaun and Jhansi.

The figures of robbery too have appreciably declined. A specially satisfactory feature is that convictions show a marked improvement. It is a significant fact that few of the robberies reported during the year were of sufficient importance to merit specific mention.

Ordinary crime against property shows a gratifying reduction. In the second and third range burglaries for the last ten months of the year declined by almost 50 per cent. as compared with the figures of 1926. The decrease in this form of crime may be attributed to a variety of causes : partly to more vigorous action under the Criminal Tribes Act and the preventive sections of the Criminal Procedure Code : partly to the greater freedom from dacoity which enables superintendents of police to devote more attention to ordinary burglary, and partly to an improvement in the technique of investigation. In the Allahabad district the Pasi panchayat system has largely contributed to the reduction in burglary. Convictions also have been remarkably good and represent a considerable improvement on the figures of 1926.

The rise in the number of cattle theft cases that have been reported is due to the activities of the Cattle Theft Police in bringing to light many such offences that had remained unreported and in insisting on the registration of all cases that occurred. Recently this special force rounded off in the Jalaun district two gangs of cattle thieves consisting of over 60 persons most of whom came from Jodhpur. These activities have proved of inestimable benefit to zamindars and cultivators alike, especially in the western districts, where gangs of cattle thieves have carried on their nefarious trade for years.

Murder shows a slight increase. Communal troubles, specially in Bareilly, were partly responsible for this. For no particular reason the districts of Budaun, Sitapur and Hardoi contributed over a hundred murders to the total. Fortunately, however, convictions have improved as compared with the previous year.

Police administration.

6. A change has come over the work of the police during the last few years. The premature retirement of senior officers has resulted in a shortage of superintendents of police with sufficient experience to handle the delicate situations to which communal tension has given rise. The fact too that these officers have to pay more and more attention to accounts work restricts the time which they can devote to their primary functions of dealing with crime. The chaukidari force continues to be inadaquate. As an offset to these deficiencies the creation of an armed emergency reserve is of considerable help in maintaining the peace of the province, and the Gayer system of burglary investigation is definitely improving detective work.

ADMINISTRATION OF JUSTICE.

Criminal justice.

7. While there was an all-round increase in criminal litigation in Agra, the number of cases in Oudh declined. The rise in Agra was largely under the head of offences under special and local laws and was mainly due to an improvement in the vigilance of local bodies and of the local police in defending the community from petty invasions of its rights.

Since the Kakori conspiracy case no political movement against the established Government has come to light. This implies a better acceptance of the existing state of affairs, and is largely to be attributed to the satisfactory economic conditions which have now prevailed in the province over a series of years.

As previously, the regular courts had to be supplemented by temporary ones to relieve the congestion of work.

The number of unnecessary witnesses summoned both in Agra and Oudh continued to be high. In Agra convictions were poor: of the persons tried for mischief, causing hurt, committing assault and using criminal force only about ten per cent. were convicted; and under the preventive sections of the Criminal Procedure Code only about 30 per cent. of the persons complained against were bound over to keep the peace. In Oudh the convictions work out at about 35 per cent. of all the persons actually tried. Courts still fail to make sufficient use of their powers to restrict and penalize futile litigation.

The average duration of trial for all courts remained ten days in Agra. In Oudh the period was eleven days as before for magistrates' courts, and in the case of sessions courts it declined from 64 to 52 days.

Civil justice.

8. As in the case of criminal justice, while litigation in Agra attained the highest figure on record, institutions in Oudh declined as compared with last year. The inclusion of Kumaun territory in the jurisdiction of the High Court at Allahabad was largely responsible for swelling the statistics of Agra. Another point of interest is that in Agra the value of original suits was almost doubled as compared with 1926. Except in the courts of munsifs who took longer to decide cases, the average duration of suits in courts declined appreciably. Only Oudh judges were quicker in disposing of their work, but munsifs and subordinate judges took longer to decide contested cases.

AGRARIAN PROBLEMS.

9. The Legislative Council declined to pass the Land Revenue Amendment (Settlement) Bill in a form which was acceptable to Government. Nevertheless, Government have included in the settlement rules the main concessions which the Bill offered to landlords. The period of future settlements will be extended from 30 to 40 years; the normal percentage of revenue to assets will be reduced to 40; and, in ordinary circumstances, enhancement of revenue will not exceed one-third of the expiring demand.

During the last quarter of 1927 settlement operations were in progress in eight districts: Agra, Budaun, Partabgarh, Bara Banki, Unao, Rae Bareli, Lucknow and Garhwal. Under the roster sections of the new Tenancy Act the work of fixing rent-rates was started in the districts of Bareilly, Moradabad, Bijnor, Pilibhit, Mirzapur, Jaunpur and Benares.

Criticism continued to be levelled at the restrictions which the Oudh Rent Act imposes on sub-letting by tenants.

The new Agra Tenancy Act has removed many of the facilities which formerly existed for excessive tenantry litigation. As a result, the number of suits, especially for ejectment, is expected to decline.

AGRICULTURAL CONDITIONS.

Rainfall.

10. The light and scattered showers of January were followed in February by fairly general rains all over the province except in parts of Bundelkhand. Rainfall during March, April, May and the first half of June was insignificant. In the second half of June heavier rain fell, though it was less than what was required. July and August had normal and September sub-normal rains, but the deficiency was made good by heavy falls in the first fortnight of October. With intervening periods of little or no rain, good showers again fell in the first half of November and the second half of December.

Its effect on crops.

11. The *rabi* sown in 1926 gave a satisfactory yield. The provincial outturn of wheat was 80 per cent. of the normal, but *arhar*, in many districts, was damaged by frost. Sugarcane was 90 per cent. of the normal, and rice and cotton 75 per cent. Millets were poor; and the quality of lint suffered from unseasonable weather.

Prices.

12. The prices of *rabi* grains tended to fall during the first five months of the year. They then showed an upward tendency for three months, after which prices became easier again despite the demand for *rabi* seed. The price of rice was below six seers a rupee till October, after which it fell slightly. The following statement shows the course of prices during the last four years (in seers to the rupee):—

	Wheat.	*Barley.*	*Gram.*	*Rice.*
July, 1924	7·94	12·37	12·51	5·44
December, 1924 ...	7·84	11·06	11·90	5·82
July, 1925	6·97	10·45	10·72	5·18
December, 1925 ...	5·81	9·02	8·19	5·55
July, 1926	6·78	9·37	9·10	5·03
December, 1926 ...	7·31	9·89	9·42	6·05
July, 1927	7·76	10·87	9·38	5·43
December, 1927 ...	8·26	11·78	9·29	6·22

Condition of the agricultural classes.

13. The condition of the agricultural classes was satisfactory. Public health was good. The provincial death rate has declined, and was appreciably lower than the quinquennial average.

IRRIGATION.

Area irrigated and revenue.

14. Defective rains during the monsoon season and the winter of 1926-27 increased the area under artificial irrigation by another 5·7 per cent. Of the total irrigated area canals watered over 30 per cent. and wells over 59 per cent. Over a thousand borings of wells were made with nearly 75 per cent. success.

The total area irrigated by canals was little short of three million acres, and the value of crops raised on this land was Rs. 19½ crores. The gross revenue increased by nearly Rs. 25 lakhs to about Rs. 163 lakhs, and the net revenue rose from Rs. 81 lakhs to over Rs. 97 lakhs. The return on the total capital outlay improved by a third to 2·29 per cent. The net loss incurred on unproductive works, mainly as a result of repairs carried out on reservoirs in Bundelkhand, rose from 4·02 to 4·84 per cent.

The area watered by canals under the control of the Irrigation Department, as compared with the corresponding period in the previous year, rose slightly by 18,000 acres to 1,779,000 acres in consequence of the failure of winter rains. The *kharif* area, on the other hand, declined by 35,000 acres to 1,182,000 acres, because the monsoon of 1927 set in fairly early. The gross revenue assessed was Rs. 72·66 lakhs in *rabi* 1926-27, and the revenue for *kharif* 1927 is estimated to amount to Rs. 65·63 lakhs.

Development.

15. Once more the headway made in the construction of the Sarda canal has been more rapid than was expected. Including the supplementary grants of Rs. 33 lakhs which this unexpected progress made necessary, the total direct outlay on the work during the year is estimated to amount to Rs. 140 lakhs. Work was satisfactorily advanced on the last ten bays of the barrage; the branch canals and most of the major distributaries were nearing completion, and the construction of minor channels was making good progress. In June and August excessive rain in the foothills of the Himalayas carried a flood in the Jagbura river which crosses the Sarda canal near its head, and the works at this crossing suffered considerable damage.

Three hydro-electric schemes have been approved, and will be taken up next year:—the hydro-electric scheme at Bhola to supply electric energy to Meerut; the Sumera hydro-pumping scheme to supplement the supply of water in the Ganges canal and to supply electric power to Khurja in Bulandshahr; and the extension of the Bahadurabad power house to supply current to Muzaffarnagar. The estimated cost of these schemes is about Rs. 16 lakhs. Surveys are being made for another such scheme to supply electricity to Moradabad, and to pump water for a canal from the Ramganga river by means of power obtained from the Bahadurabad falls. The cost of this scheme is estimated to amount to over Rs. 50 lakhs.

The year, on the whole, was normal, and no special damage was caused by floods to works on the open canals.

AGRICULTURAL DEVELOPMENT.

Expansion of department.

16. To cope with the increasing activities of the department, the existing cadre has been supplemented by 44 new posts, which include one of deputy director of agriculture and three of assistant director. The following are illustrations of the expansion which the department has undergone. A hill circle has been established where the special conditions obtaining in the hill districts of the province can be studied. There is now a third cattle farm (at Jhansi); nine central seed dépôts have been formed which can distribute up to 20,000 maunds of seed; a new cattle dairy has been founded at the Bulandshahr Agricultural School, and technical scholarships have been awarded for the study of agriculture.

Demonstrations have increased both in number and popularity. Demonstrations of improved seed and implements and of modern methods of cultivation were carried out over an area of over 122,000 acres. In 46 districts 148 seed stores distributed a little over 2¼ lakhs maunds of improved seed. Within the last three years the number of private farms has been nearly doubled: in 1924 it was 405; in 1927 it was 755. The fact that the number of large farms of 100 acres and over has increased from 51 to 131 illustrates the growing appreciation in the country of the efficacy of the modern methods of husbandry and of the increased profits which they yield. Apart from seed, the department distributed nearly 10,000 improved implements and about 12,500 maunds of manure.

Agricultural engineering.

17. The Engineering branch of the department is popular with landlords and tenants. During the year ending June 30, 1927, 65 tube wells and 17 mechanical installations, such as sugarcane, flour, and oil mills were completed. Particular attention has been devoted to improving the system of water supply. Over a thousand borings were made with 75 per cent. success; and, very largely as a result of the propaganda of the department, power machinery is coming into greater use as an indispensable adjunct to intensive cultivation.

Agricultural education.

18. The Agricultural College, Cawnpore, had 167 students in residence, of whom 115 were reading in the final year class of the Diploma course. An interesting feature of the institution is that it gives practical training to the staff of the Co-operative department. The Bulandshahr school with its new model dairy is doing satisfactory work, and contains 86 students on its rolls who are attending courses for teachers, fieldmen and engine drivers, or are receiving instruction in agriculture. To meet the increasing demand for vocational training Government have sanctioned one school at Gorakhpur and contemplate another at Fyzabad. They have also made grants to two private institutions. At the Bichpuri farm, Agra, elementary teachers received short courses in practical agriculture; and Government sanctioned the construction of quarters for students who wished to take practical courses in sugarcane cultivation at Shahjahanpur. Two technical scholarships were awarded to students for studying in England the theory and practice of improved agriculture.

Research.

19. The varietal and entomological work carried out on cotton has given results of considerable value. Experimental work done at the Shahjahanpur research station is largely responsible for diffusing the cultivation of improved sugarcane, which covers an area of 44,000 acres in the western circle, and of 43 acres in Rohilkhand, Hardoi and Kheri. The new Coimbatore cane introduced in 1924 is becoming extensively cultivated. It is estimated that the cultivation of improved varieties of sugarcane in four districts and one tahsil has increased profits by more than one crore of rupees. The mosaic disease of sugarcane has been largely controlled by seed selection and by the production of mosaic free setts. The potato farm at Farrukhabad is now in full working order. Experiments carried out on the mosaic disease of potatoes show that it can be controlled by judicious selection of seed, by suitable manuring and by the adoption of

proper rotation. The cold storage experiments have been successful. Other crops receiving attention are rice, oilseeds, jute, barley, *senai* and other fibre produce.

Cattle-breeding.

20. There are now three cattle-breeding farms: at Madhurikund, at Manjhra and at Jhansi. During 1926-27 the two former farms maintained 900 head of cattle, and issued to private individuals 262 bulls for breeding improved stock. The loan of bulls, on payment, for this purpose is increasing in popularity. There were 597 bulls at stud in different parts of the province. Trials are being made to raise new fodder crops and to improve methods of storing fodder. Modern dairy appliances and improved cattle were exhibited in various districts, and evoked considerable interest. Prizes were distributed at various fairs held in the districts of Muttra and Etawah; and the Board of Agriculture granted Rs. 14,600 to district boards and private individuals for breeding cattle and for undertaking dairy farming as an industry.

Largely as a result of the greater number of inoculations performed, disease among cattle declined. The cost of serum was over one lakh of rupees, which is almost five times the expenditure incurred for the purpose in 1922.

Poultry.

21. The United Provinces Poultry Association maintained its useful activity in breeding pedigree stock both for sale and for propaganda in the provinces. Poultry exhibitions are now regularly held. The Badshah Bagh Research Station, Lucknow, performed useful work in experimenting on various diseases of fowls.

Public gardens.

22. The fruit gardens of the province had, on the whole, an unfavourable season in 1926-27 as the rains were not timely nor sufficient for their requirements. The ornamental gardens, however, remained in a satisfactory condition. The staff continued to perform useful work in improving the quality both of fruits and of flowers.

FORESTS.

Disforestation and afforestation.

23. With the disforestation of a further area of 113 acres during 1927 the Department's scheme of disforestation is approaching completion.

Important proposals have been laid before Government for reducing plantation work in unprofitable areas. These proposals are that canal plantations should be taken over, and

that afforestation should be conducted in the waste lands of the Bijnor district, which are probably more amenable to treatment than the ravine lands of Etawah.

Working plans. 24. It says much for the up-to-date character of the work of the department that when, at the end of 1927, the working plan of the Kalagarh division was completed and that for the Garhwal division was begun, there remained no territory for which the modern type of plan which is subject to decennial revision had not been prepared.

Research. 25. The main problem of forest research is to achieve natural regeneration of sal, supplemented by artificial regeneration, and to eliminate damage caused to young trees by wild animals. Departmental burnings of forest tracts, apart from being a means of insurance against incidental fires, definitely add to natural regeneration. Controlled fires have now become a feature of forest management in the Kumaun circle, where 75,000 acres were burnt. In parts of the Gorakhpur division regeneration of sal forests by the "Taungya" method, which consists in sowing tree seeds in lines in combination with field crops, has proved an established success, and will be extended to other divisions where conditions are favourable.

Production. 26. During 1926-27 forest produce worth Rs. 62¾ lakhs was removed, of which a sum of Rs. 36·59 lakhs represents the value of timber; Rs. 1·42 lakhs that of bamboos; Rs. 4·64 lakhs that of resin; Rs. 10·13 lakhs that of fuel and Rs. 9·97 lakhs that of minor produce.

As the Indian Bobbin Company has ceased to manufacture bobbins, its contract for the supply of haldu timber has been cancelled. But a new five years' agreement has been made with the firm for the exploitation of chir in the East and West Almora divisions. This shows that, as a result of the North-Western Railway having contracted with the company for five years to accept 85,000 B. G. sleepers annually, the trade in chir timber which had been languishing has revived. Sal sleepers were also supplied direct to railways. A satisfactory feature of the year was that, instead of supply being mainly confined, as formerly, to M. G. sleepers, it also included a large proportion of bridge and crossing sleepers. An extension of trade in these sleepers is expected.

The outturn of resin was one lakh maunds in 1927 and was the largest ever obtained. The skill and energy of the

departmental staff have raised the output of resin per 100 tapping channels to 5·9 maunds. As, however, the trade in resin products is poor, the Indian Turpentine Company has reduced its next indent to 60,000 maunds as compared with 80,000 maunds which it required in 1927.

Communications.

27. In 1926-27 40 miles of cart road and 70 miles of paths were opened out. The tramways worked well. A scheme has been devised for extending the tramway system in the Pilibhit district, and funds permitting, it will be tried in 1928-29.

INDUSTRY AND TRADE.

Industry and trade.

28. The position of industry in the province has been steadily growing worse since 1924. It is true that during the year under review the peculiar advantages which the cotton industry enjoys in this province saved it from the hardships which it suffered elsewhere. The price of yarn fell in sympathy with the decline in the price of raw cotton, but failed to respond to a subsequent recovery in the latter article. Shoddy mixture from the colonies and cheap articles from Europe are cramping the development of the provincial woollen industry. The trade in furniture at Bareilly has steadily deteriorated. An exceedingly narrow margin of profit discounted the briskness that undoubtedly prevailed in the leather trade, and the tanning industry was depressed, though the position improved slightly towards the end of the year. Trade in carpets continued to be slack; and Japanese and Chinese competition weighed heavily on the hosiery and knitting industry. The chemical and allied industry continued to languish, and trade in dyeing and printing was dull. Though the demand for silk was fairly brisk, the inrush of artificial silk causes anxiety.

There were, however, some satisfactory features. The engineering and handware industries show signs of activity. The outlook of the blown and pressed glassware trade has improved despite the increasing competition from Germany and Japan. The sugar industry made good profits, and several new factories have come into being. Ferozabad bangles had an unusually prosperous year, and Farrukhabad prints and gold threads continued to hold their own in a market which remained unfavourable for the most of the other artistic industries. Moradabad brassware, however, achieved considerable success in the Philadelphia exhibition. The nascent industries of scientific instruments and matches give promise of a prosperous future.

Conditions of employment.

29. The number of operatives employed in registered factories rose by about 6,500 to 85,500. Under the Factories and Boilers Act 636 inspections were made, and five out of six prosecutions that were instituted were successful. The Cawnpore Cotton Mills built over a hundred additional quarters for their workmen, and another mill proposes to increase its accommodation by 500 quarters. Though the general condition of water supply, sanitation and ventilation was satisfactory, the greater provision of sanitary accommodation for operatives is urgently needed. The number of fatal accidents has declined; and a small increase in the total of injuries was due both to the rise in the number of men employed and to a better system of reporting. With the exception of a strike in a large printing press, there were no serious labour troubles.

INDUSTRIAL DEVELOPMENT.

Problems of industry.

30. In his speech at the opening of the Industrial Exhibition, Lucknow, in December, 1927, Sir William Marris summed up the four secrets of success in industry as faith, enterprise, diligence and combination. The diligence of the Indian workman is undoubted: but the other elements cannot easily be found in the industrial conditions of the province. Such faith as exists is divorced from effort, and enterprise is incompatible with existing traditions. The idea of combination has as yet found no general acceptance, as the paucity of joint stock concerns proves. The lack of capital and the desire for immediate profits hinder experiment. The middle classes continue to confine their attention almost exclusively to academic education, and it is believed that in technical schools attendance would cease if free tuition were abolished.

Government aid.

31. Government have made strenuous efforts to remedy this state of affairs. They have encouraged research and taught the results of research; they have done pioneer work in establishing new factories; they have instituted technical surveys, and given scholarships to students for studying modern methods of production abroad at the centres of industrial progress; they have started technical schools; and they have given loans and grants to nascent industries.

Grants made to industrialists for the year ending June 30, 1927, amounted to over Rs. 64,000 which is the highest total on record. A new oil mill installed at the Technological Institute, Cawnpore, is the most up-to-date mill of its kind in this province.

A wool spinning plant was installed for demonstration at the Textile School, Cawnpore; and a plant for manufacture of veneers and splints for matches was set up at the Central Woodwork Institute, Bareilly.

For purposes of foreign study Government granted two long-term scholarships, each of the annual value of Rs. 250, to graduates in science, and four short-term grants, each of a lump value of Rs. 2,500 to men already engaged in industry. During the year the Council sanctioned two more of the former and four more of the latter class of scholarships. Government are spending roughly Rs. 10½ lakhs on their own and aided schools. Twenty-one new schools or classes were opened during the year, and ten more were sanctioned.

The Stores Purchase Department bought goods worth nearly Rs. 26 lakhs for the use of Government departments from provincial manufacturers.

Over a hundred demonstrations in improved methods of production were given at fairs and exhibitions. Important research was carried out at Government institutions. The Industrial Chemist, the Principal of the Harcourt Butler Institute, Cawnpore, and other experts dealt with many references made to them on technical subjects for the general benefit of industry.

COMMUNICATIONS, BUILDINGS AND POWER.

Railways.

32. The railway on the Rishikesh Road station to Rishikesh was opened to traffic in April, 1927. The Great Indian Peninsula Railway has started the construction of the Agra-Bah line. The Railway Board have sanctioned the construction of three new branch lines on the Chandpur-Bijnor-Najibabad section, the Unao-Madhoganj section and the Lucknow-Sultanpur-Jaunpur section.

Roads.

33. During the financial year 1926-27, thanks to the satisfactory metalling that had been done on some roads, there are now roads connecting Bareilly directly with Almora (via Ranikhet) on one side, and with Moradabad on another. On the Dehra Dun-Mussoorie road work had progressed as far as Bhatta. The roads between Etawah and Cawnpore and between Gonda and Bahraich were also being metalled. Over 30 miles of road were reconstructed. Since April, 1927, apart from the progress made with these roads, metalling operations were begun

on the Phapamau-Hanumanganj diversion at Allahabad. The monsoon in 1927 caused considerable damage to hill roads in Kumaun and repairs are well in hand.

Bridges. 34. With the construction of bridges over the two dips, mentioned in the last year's report, between Lucknow and Cawnpore, communication between these two places will be much improved during the rains. The bridge at Khandwa nala was lengthened; on the Agra-Gwalior road a new bridge was thrown across the Chambal; and the bridge at Rajghat between Allahabad and Jhusi was enlarged. A new bridge at Lachhman Jhula was constructed to replace the old one that had been washed away.

Buildings. 35. During 1926-27 certain important buildings, including the Agricultural College and the Principal's residence, Technical School, Cawnpore, and the Intermediate College, Lucknow, were completed. A sum of about Rs. 22 lakhs was spent on provincial buildings, of which police constructions absorbed nearly 75 per cent. Considerable work was done on Government buildings of the Department of General Administration, such as the extensions made in the Collectorate, Cawnpore, and the commencement of tahsil buildings at Tilhar and Ferozabad. During 1927 progress has been made with all the works that were in hand at the end of the financial year, and at Shahjahanpur the construction of a new record room, havalat and police guards' quarters was begun.

Electricity. 36. Till March, 1927, nine towns were in possession of electrical energy: Dehra Dun, Hardwar, Mussoorie, Naini Tal, Agra, Allahabad, Cawnpore, Lucknow and Saharanpur. Licences were issued to eleven other towns, of which Muttra and Aligarh are now in full use of their installations. One other town, Chandausi, has applied for a power licence.

Administrative. 37. The Chief Engineer, Public Works Department (Buildings and Roads Branch) has ceased to be its secretarial head, and that office has now devolved on the non-technical Secretary to Government in the Revenue Department. The Public Health Engineering establishment which had been under the administrative control of the Public Works Department has, since October, 1927, been transferred to the Municipal Department.

CO-OPERATIVE MOVEMENT.

General. 38. The Co-operative movement had a successful year. The special feature of the period, however, was not so much the

advance of the movement as its general reorganization in matters of detail with a view to achieve a more healthy development than has been possible in previous years. The movement is carefully watched in order to detect irregularities. Till June, 1927, three cases of embezzlement had been reported, and since then, four more have come to light.

Administration.

39. The increase in the strength of the audit staff is reflected in the expansion of their work; nearly 6,000 agricultural societies and over 600 liquidated societies were audited. Only 200 bodies of the former class and eighteen central banks remained unaudited. The auditors, however, need better technique to produce really satisfactory results. In the latter half of 1927 the addition of five assistant registrars has raised their number to seven, and the number of inspectors has increased to 39.

Progress in 1926-27.

40. During the year ending June 30, 1927, the number of central societies was practically the same as last year, i.e. 70, though the working capital increased by nearly two lakhs of rupees and their share capital by a lakh. There was, however, some decline in new investments and recoveries of loans. By the end of June agricultural credit societies had declined by 19 to 5,880; but the fall was counterbalanced by the rise of Rs. 4½ lakhs in the working capital of the existing societies, and by the increase of over 4,000 in their membership. Both the share capital and the reserve fund improved by two lakhs each. The book profits of the societies increased by nearly half a lakh. There has been an increase both in the number and in the membership of non-agricultural societies, and their capital rose by nearly Rs. 2½ lakhs.

In the last six months of 1927, against the 64 societies that have been liquidated, 50 new primary societies and ten central societies have come into existence, one of the two being the Rural Re-construction Association of Benares. The net increase, however, was only 42, as ten of the 25 new non-agricultural societies are due to the splitting up of existing societies. These 25 societies include five societies of officials, one of weavers, one of comb makers, one of glue makers, one housing society, one thrift society, an adult education society, and six societies for rural reconstruction.

Future prospect.

41. With the weeding out of useless societies the development of the movement is more assured. The prospects are certainly encouraging. As the foregoing description indicates,

the doctrine of self-help is gaining recognition, and initiative is improving. Further, the figures quoted above are neither exhaustive, nor do they give a complete idea of the progress achieved. Thus no less than twelve new schools for adults have been started and are in full working order—some of them being a marked success. In a quiet way several credit societies have made improvements in farming. An interesting development is that in one case tenants have adopted the practice of paying their rents to the landlord through their society, instead of paying directly to his representatives. Another point of interest is that the practice of referring cases to collectors for arbitration is gaining in popularity.

EDUCATION.

General development.

42. During 1926-27 education continued to make great strides. As compared with last year there are now nealy 760 more educational institutions, and the number of scholars has increased by about 50,000 to 1,350,000. Expenditure has risen by Rs. 25¼ lakhs to Rs. 3,38 lakhs, nearly 58 per cent. of which Government contributed.

The status of Hindustani has undergone a marked improvement. Urdu and Hindi now form the media of all examinations in certain subjects at the high school stage, and can be offered as subjects for the B. A. and M. A. degrees. An academy for the promotion of Hindustani literature has been established at Lucknow.

The Marris College of Hindustani Music, Lucknow, supplies a longfelt want, and is doing good work in popularizing music among amateurs. The Board of Intermediate Education have, under certain conditions, accepted music as a subject for study and examination in the curriculum of high school instructions.

By the end of 1927, there were 30 municipalities which had adopted compulsory primary education, and schemes in respect of seven others have been sanctioned. Similar schemes are contemplated by several district boards; and in the case of 22 these have been examined. The laxity with which compulsion is applied in some cases has been responsible for disappointing results, which have not been improved by making education free. Government are considering proposals of 23 municipal boards for opening a total of 60 night schools. Compulsory instruction in nature study and elementary science is now being imparted in all Government schools and intermediate

colleges. The High School Scholarship examination will be abolished from 1928, as Government consider that a competitive examination at the middle school stage is undesirable. The funds that will thus be set free will be utilized in awarding stipends to poor boys in high schools.

The development of non-academic education continues. The Board of High School and Intermediate Education have added hygiene and child study as optional subjects for the Intermediate examination, and have decided that bookbinding, spinning and weaving should form optional subjects in the High School examinations. Some district boards have introduced manual training (principally woodwork) and agriculture in the vernacular middle schools. In the last half of 1927 there were fourteen schools which had classes for manual training. A third batch of ten men was deputed to the Agricultural School, Eulandshahr, to be trained as teachers of agriculture for vernacular middle schools. Some boards are maintaining or aiding vocational schools. At Banda an interesting experiment was made in starting a school for tailoring.

The tendency to unify the various types of secondary schools continues to develop. The extension of vernacular in high schools supplements the rise of English classes in vernacular schools. By the end of 1927 there were 120 of these schools with such classes. A sum of Rs. 38,000 was distributed among district boards for opening libraries in vernacular schools; and Government are examining the report of the committee which they had appointed to study the methods of improving vernacular education in district board schools.

In matters of health in some cities permanent medical attendance has been given to educational institutions, and a new post of Superintendent of Physical Education has been created at the Training College, Allahabad, to give instructions to teachers who will in turn impart it to students in schools.

Government are considering the question of forming a new Superior Educational Service to replace the old Indian Educational Service.

University education.

43. The creation of fifth university of Agra, of the old affiliating type, besides the four unitary teaching and residential universities (Allahabad, Benares, Lucknow and Aligarh) will supply the demand for the two types of institutions, and will leave each free to achieve its destiny along independent lines.

There were nearly 5,900 students reading for degree courses; there having been an increase in the enrolment of the four older universities. Considerable extension has taken place in science laboratories at Lucknow, and a laboratory for chemistry is now being constructed. Allahabad issues periodically a record of its research, and the Benares University gives scholarships to students for research in ancient Indian history. The University Training Corps is gaining in popularity, and is producing an excellent effect on the discipline and the *esprit de corps* of undergraduates.

Secondary education.

44. There was a rise of about 40 in the number of secondary institutions, which now total 889, and there has been an increase of nearly 11,000 in scholars. Like other types of education, intermediate education continued to improve. Interesting developments in its syllabus have already been introduced. The number of high and middle schools rose slightly to 236, but enrolments increased by over 5,000. The tutorial staff has increased in sympathy, and 40 per cent. of the teachers are trained. Six new posts were created to supplement the staff of teachers in intermediate colleges.

The Boy Scout movement continues to improve discipline among schoolboys. But there is an unfortunate tendency to introduce communalism in the movement.

Primary schools.

45. The number of primary schools rose by about 600, and the number of scholars on their rolls has increased by 40,000. Of the teachers on the staff 66 per cent. are trained; but for the last two years there has been a retrogression, inasmuch as there has been a tendency for the percentage of trained men to decline. Accommodation continues to be inadequate and a good many of the buildings that exist are in a deplorable condition.

Female education.

46. The number of institutions for female education has increased by nearly 50, and there are now 5,000 more girls, or 81,300 in all, who are receiving education. There were over 4,700 girls reading in high and middle schools and over 54,000 in primary schools. The Crosthwaite Girls' College, Allahabad, and the Isabella Thoburn College, Lucknow, continued to impart both degree and intermediate education, while the Theosophical National College, Benares, gives instruction only of the latter class. Missionary schools still form a majority of establishments for the education of girls. Complaints against

the paucity of women teachers continue, and men still teach in several institutions for female education.

PUBLIC HEALTH.

Vital statistics.

47. The compilation of statistics for 1927 is not yet complete, and the figures which are given below may require some modification. They are however sufficiently accurate to show that the year was one of the healthiest on record. The number of deaths declined from 1,138,884 to 1,040,832, and the death rate decreased from 25·10 per mille of population to 22·94, which is 2·37 lower than the quinquennial average. Infantile mortality has fallen from 177·35 to 158·25, and it compares favourably with the previous five years' mean which is 179·6. The total number of births increased from 1,552,054 to 1,582,442 and the birth rate from 34·20 to 34·87.

As compared with 1926 there was a marked decline in mortality from small-pox, plague, fevers, respiratory diseases and from other causes. The death rate from cholera, however, increased from 0·13 to 0·74. In the divisions under the cholera scheme (Lucknow, Fyzabad, Gorakhpur and Benares) the number of deaths rose from 5,091 to 24,434. In the Kumaun division deaths from this cause rose from 93 to 4,153. The disease occurred largely among pilgrims going to Badrinath after having participated in the *Kumbh* fair at Hardwar. There was also an increase in the number or deaths from dysentery, diarrhoea and injuries.

Public Health services.

48. Campaigns against the various diseases were vigorously renewed. Cholera-stricken districts (especially in the divisions noted above) were supplied, as usual, with permanganate of potash and cholera vaccine. Every attempt was made to stamp out outbreaks of the disease in their initial stages: the result was that, contrary to the usual experience, no outbreak of cholera occurred either during or after the *Kumbh* fairs. Quinine was distributed free in districts attacked by malaria; and grants were made for anti-cholera and anti-plague measures. In order to test the incidence of malaria experiments were made in cinchonization in selected villages in the districts of Gorakhpur, Fyzabad, Allahabad, Bulandshahr, Gonda and Moradabad. The experiments were supervised by the departmental staff. The cinchona febrifuge supplied to district medical officers was distributed by indigenous doctors.

In order to classify mosquitoes and to determine the rate of infectivity, etc., departmental officers were instructed to collect mosquitoes and to forward them to the Assistant Director of Public Health in charge of Malariology. Departmental officers were also directed to stock reservoirs with larvae-eating fish. The Indian Research Fund Association sanctioned Rs. 33,000 for research in plague and Rs. 20,000 for research in cholera. Special staffs were appointed for the purpose.

Departmental officers delivered lectures on various diseases and on their prevention; and they gave demonstrations by means of magic lanterns. A large number of booklets were distributed by the Hygiene Publicity Bureau. The Public Health Exhibition was held twice at Lucknow and cinema films on cholera, small-pox and the Hardwar *Kumbh* fair were shown.

The departmental staff, as usual, controlled the medical arrangements of religious fairs, especially of the *Kumbh* fairs at Hardwar and Brindaban. And as a protective measure incoming pilgrims were examined at important railway junctions.

The district health scheme was in force in 26 districts,—nine more than in the previous year. The district and assistant medical officers carried out anti-malarial surveys in a large number of villages. During the year the Public Health Manual was completed and has been submitted to Government for approval. An interesting event was the visit to this province of the delegates attending the Congress of the Far Eastern Association of Tropical Medicine.

Engineering branch of Public Health Department.

49. The Engineering Branch of the Public Health Department continued to give advice to local bodies. The most important items of constructive work carried out were the completion of the Baldi springs water supply system at Dehra Dun and the electric and water supply scheme at Hardwar, which proved of immense value during the *Kumbh* fairs. At Hathras a tube well has been made to a depth of more than 400 feet, while the Muttra tube wells have been cleaned by back blowing with compressed air.

Improvements were carried out in the water supply systems in Agra, Almora, Fyzabad and Unao, and projected at Ajodhiya, Gorakhpur, Jhansi and Kosi. Sanitary works were extensively improved at Moradabad, Mainpuri and Lucknow. At Hardwar, Dehra Dun, Naini Tal, Benares and Allahabad works were

either under construction or awaiting the allocation of funds. Improvements in the drainage system of several other important towns were being made or considered.

Maternity and child welfare.

50. At the end of 1926 the total number of hospitals and dispensaries staffed by doctors in Government service were 556. To meet the views of district boards, who thought it cheaper to employ their own doctors than members of the provincial subordinate medical service, further dispensaries were transferred to their charge. The total number of indoor and outdoor patients treated in State, public, local fund and private aided dispensaries fell by 17,417 to 5,346,329. The number of surgical operations performed, however, rose from 238,600 to 255,505. In other dispensaries the total number of patients treated rose by 97,419 to 1,078,454, while the number of surgical operations rose by 7,602 to 31,425.

The campaign against tuberculosis and leprosy was intensified. The Lucknow Anti-Tuberculosis League has resolved to establish at Lucknow a special hospital for this disease for which Government have promised an annual grant of Rs. 32,000.

To provide specialized training in the technique of diagnosis, the new Pathological centre of the province was established at King George's Medical College, Lucknow, and Government made a grant for the purchase of additional apparatus.

Medical services.

51. During 1926, 22 maternity and child welfare centres were opened. The scheme for the training of midwives on probation proved a success; and 22 candidates qualified at the *dai* and midwife examination. District boards are developing the practice of sending into the country qualified *dais* for instruction as well as for practical assistance. The municipal board of Mussoorie employed a lady doctor to train indigenous *dais*, and other bodies granted free licences to qualified *dais*. The third series of Baby Week functions was held in 32 districts under the auspices of the All-India Maternity and Child Welfare League. This movement is increasing in popularity.

Vaccination.

52. During 1926-27 the number of persons vaccinated was 1,433,056 as compared with 1,465,862 in the previous year. As before a vigorous campaign of school inspection was carried out in rural areas. The district health staff visited 2,845 schools. The number of unvaccinated children discovered in these schools was 21,726 of whom 17,185 were vaccinated on the spot.

Government are considering a proposal to make vaccination compulsory.

In 1927 the total output of crude lymph at the Government Bovine Lymph Dépôt was 19,094 grs.

TOWN IMPROVEMENT.

53. The three Improvement Trusts of Allahabad, Cawnpore and Lucknow have made considerable progress in their schemes for town improvement.

Allahabad. 54. At Allahabad several schemes that were being worked in 1926 have advanced a definite stage during 1927. With but one exception all the plots comprised in the Bai-ka-Bagh have been sold. The Katra housing scheme is nearing completion. The earthwork of Circular Road between Katra and Stanley Roads has been finished; a large number of houses have been constructed; and those that remain are well in hand. The scheme includes the making of a model village consisting of 48 houses with adequate air spaces in between. As the municipal water supply has not yet been extended to this area, the wells in the locality have been repaired and roofed over. For the University extension scheme, the required ground has been purchased and handed over to the University. Progress has also been made with the scheme for extending Zero Road to Johnstonganj and the extension is expected to be complete by the end of 1928. It will then be augmented by what is known as the Garhi-ki-Sarai project, which aims at improving the traffic conditions between Johnstonganj and Colvin Dispensary Road, and remedying the lack of proper drainage and ventilation in the locality. The total income up till the end of the financial year 1926-27 amounted to Rs. 33·33 lakhs against a total expenditure of Rs. 28·15 lakhs. The Government loan to the Trust now stands at Rs. 5·69 lakhs.

Cawnpore. 55. At Cawnpore the Trust has greatly improved the Sisamau area. It has been properly drained and an independent supply of water for flushing purposes is now available from a tube well. On the land sold by the Trust, between the railway line and the Kalpi road at Juhi, the railway have built quarters for their staff. The Trust has constructed 78 quarters for Ghosis ejected under the Nazirabagh-Ghosiana scheme. Each quarter consists of two rooms with verandahs, a courtyard and a paved open area with a shed for housing cattle. Pakka drains have been laid.

The Trust is contemplating an addition of 40 more such quarters. In Khalasi Lines six plots were sold, and bungalows are being erected on the sites. In the Gutayia area the Trust has acquired 86 acres of land for extending the McRobertganj settlement for workmen. In two other schemes—the Dhankutti and the Nazirabagh Ghosiana—rapid progress is being made. The necessary ground has been acquired and the laying of drains or sewers has been nearly completed. With a view to widening the Kalpi and Grand Trunk Roads the Public Works Department have arranged with the Trust for an exchange of land. The income of the Trust was Rs. 71,600 which sufficed for its expenditure on general administration. The outlay on constructive schemes was met from capital revenue. Despite the many improvements made inside the city, the municipal board has not yet paid its promised contribution of one lakh.

56. At Lucknow the construction of the sixth section of the New Sanitary Road has progressed. The Kaisarbagh crossing was remetalled. Construction work under the Narhai scheme was practically completed. **Lucknow.**

Under the Mowaiya scheme the construction of two more roads between the LaTouche and the old Cawnpore roads has been started. The Balmakund Park was finished. Under the Goldarwaza scheme the new bridge to replace the old Kasaiwala Pul has been completed, and the Circular Road approach to Goldarwaza has been finished. Work has also begun on the two towers on the park side and on one of the two blocks of shops that form part of the scheme. In the Maqbara Amjad Ali Shah, Hazratganj, sixteen old quarters were reconstructed to form eleven large quarters. Under the Butlerganj bund scheme the whole of the earthwork has been finished, and the metalled roadway was completed and opened to traffic from the Moti Mahal to Butler Palace. The work in connexion with the New Civil Lines bund has been sanctioned.

PROVINCIAL FINANCE.

57. During the reformed régime the contribution of this province to the Central Government has constituted a drain on its resources to the extent of 19 per cent. of its revenues. Budgets have shown progressive deficits; at the end of 1924-25 the deficit was Rs. 5½ lakhs, and at the end of 1925-26 it was Rs. 25 lakhs. At the end of 1926-27, the deficit amounted to Rs. 46 lakhs in addition to which drafts had been made on the Famine

Insurance Fund to the extent of Rs. 19·68 lakhs, and a sum of Rs. 1·35 lakhs had been taken from the Government of India for specific purposes. The real deficit, therefore, amounted to Rs. 67 lakhs which, however, was cleared by a loan of Rs. 66 lakhs from the Government of India.

58. A variety of circumstances contributed to the financial instability of 1926-27. Receipts fell short by Rs. 34 lakhs and expenditure was in excess by Rs. 27 lakhs. For losses under receipts, Land Revenue and Stamps were responsible to the extent of Rs. 18½ lakhs. In the case of the former recoveries were postponed till this year, but under the latter head the loss was due to the reduction in litigation and the postponement of transfers of land in view of the passage of the Agra Tenancy Act. Excise disappointed expectations to the extent of Rs. 5½ lakhs. The rise in expenditure is spread over most of the administration and is mainly due to the new system of accounts under which officers received information of their monthly actuals two months earlier than previously. Thus they can regulate expenditure against grants with greater precision. In previous years large lapses had occurred, while in 1926-27 the lapse on the total grant was only 1·5 per cent.

59. The complete remission by the Government of India of the financial contribution considerably eased the situation. The remission has now been made permanent. It is true that in consequence of the remission new expenditure of Rs. 36 lakhs was added; but receipts show an improvement. Stamp revenue has partly recovered, land revenue collections are satisfactory, and judging by the progress so far made even excise is anticipated to yield the budgetted figure. The year 1927-28 is expected to close with a total balance of Rs. 26,93,000.

60. The budget estimates of 1928-29 on the revenue side are cautious; and on the expenditure side allow for 22 lakhs of new charges, 80 per cent. of which is to go to transferred services. The closing balance as anticipated in the budget will be Rs. 72,65,000 of which Rs. 20 lakhs, however, belong to the Famine Insurance Fund.

61. To sum up, the province, after paying nearly Rs. 13 crores of rupees from its revenue in contributions to the Central Government, enters the non-contribution period with a small balance. The future prospects, if not bright, are satisfactory. In 1932-33 the province will be free from the annual payment

of Rs. 25 lakhs which it now makes for the discharge of the debts that were allocated to it on the introduction of the Reforms. New settlements that are in progress will add increasingly to its resources from 1929-30 to 1945. The Sarda canal, expected to be complete in 1930, will yield progressive increments in revenue.

62. Two momentous changes have been introduced in the machinery of finance; the separation of audit from accounts and the amalgamation of treasuries.

The old system of combined audit and accounts was unsuited to the reformed constitution. The Government, therefore, have brought in a new scheme since 1926. There is an accounts section under a trained officer to serve each department or group of departments, with a chief accounting officer at head-quarters charged with compilation and general supervision. To each accounts section is added an audit section working directly under the chief audit officer. For purposes of general audit and inspection there is a central audit section. The effect of this change is that accounts have been departmentalized, compilation has been centralized and audit has become independent. Two other provinces have paid this system the compliment of imitation.

The other charge consists in the abolition of treasuries in the smaller districts, the sadar treasury being reduced to the rank of a sub-treasury. The abolished sub-treasuries and the new sadar sub-treasury are to be made subordinate to the treasury of an adjoining district (preferably one possessing a branch of the Imperial Bank), which is to be placed in the charge of a trained accounts officer. The objects of this scheme are to improve the working of sub-treasuries, to concentrate balances in the Imperial Bank, where they can be utilized to stimulate trade, and to reduce expenditure on treasury staff. Each amalgamation is expected to effect a saving of about Rs. 6,000 a year. Only one arrangement has so far been completed; but Government are considering an extension.

EXCISE.

63. The excise policy of Government is summed up in a phrase—"The promotion of temperance by all legitimate means." A further extension of restrictive measures, however, will have to await a definite decline in the consumption of illicit intoxicants. For it would be useless still further to sacrifice

Policy.

revenue while illicit consumption defeats the aims of temperance. For this purpose the state of Excise crime is being carefully watched.

Consumption.

64. For the sixth year in succession the consumption of country spirit declined, and that of *bhang* was also reduced during 1926-27. Compared with 1920-21 the fall in the consumption of country spirit now amounts to 64 per cent. and the revenue has declined by Rs. 58 lakhs. There was, however, a slight rise in the consumption of *ganja, charas* and opium. Since the close of the year the consumption of all excisable articles has shown an upward tendency, due to an improvement in economic conditions and to the progress made in discovering illegal sources of supply.

Foreign liquor.

65. The surcharge system of licence fee was extended to foreign liquor shops during the year with the result that the revenue from this source rose by nearly Rs. 70,000. The total consumption of wines and spirits decreased by 2,300 gallons, that of beer increased by 26,000 gallons. As, however, clubs are exempt from all excise control these figures may not be quite accurate.

Excise crime.

66. The total number of prosecutions under Excise and opium laws rose slightly from 2,697 to 2,702. The number of cases detected of the illicit sale and possession of country liquor increased from 1,190 to 1,432. The fall of 80 in the number of cases relating to cocaine unfortunately does not represent any reduction in the illicit traffic in the drug, the use of which is extending from the urban to the rural area. Cases relating to hemp drugs rose from 246 to 260, and the number of prosecutions under opium laws fell from 355 to 316. With the rise in the prices of opium and the reduction in the area under poppy cultivation the illicit traffic in this article is limited to the smuggling of opium from the Rajputana and Central India States. The establishment of the Opium Contraband Department with head-quarters at Ajmere is expected to improve the situation. The number of prosecutions for drunkenness decreased by 200.

Administration.

67. There were no important administrative changes. The sealed bottle system of country spirit was extended to twelve new towns during the year, and has been further extended to four more towns since its close. The tree-tax system of *tari* has been extended to the whole of Gorakhpur district and part of Basti district; and the rates of tax have been further advanced.

The provincial Excise Board held its first meeting in September, 1927, and offered valuable advice on important administrative matters. A Local Option Bill has been published for eliciting public opinion.

LOCAL SELF-GOVERNMENT.

68. The financial position of district boards continues to be unsatisfactory. The absolutely free balance at their disposal declined by nearly Rs. 3 lakhs to Rs. 17·80 lakhs. One board had a debtor balance, and six had balances that fell short of Rs. 20,000. Several boards maintained only the bare minimum required by Government. The prosperity of others was more apparent than real. Increasing expenditure on education and ambitious schemes for town improvement impose a heavy drain on the resources of the boards; and the need for fresh taxation is chronic. But only two boards have hitherto risked the odium of imposing new taxation in the interests of financial stability, and only two have made any headway with such schemes. District boards.

In a sense this state of affairs, as in other branches of administration, is not unnatural. Communal antagonism has penetrated into the affairs of boards; and while it impairs the efficiency of their administration it adds to the sterility of their deliberations. Nearly nineteen per cent. of the meetings held were either abortive or had to be adjourned. Outdoor inspection, the utility of which cannot be exaggerated, found no favour with the general body of members; and tahsili committees failed to justify their existence. Communications are generally in a deplorable condition, and complaints about them were almost universal. The reason lies in the fact that boards attach more importance to other items of expenditure.

The foregoing remarks must not, however, be regarded as a general indictment either of the boards or of their members. In a way such dissensions imply the existence among them of an active public spirit if not for the benefit of the whole community at least for a certain section of it. That the members, as a rule, are among the most enlightened and influential men of the locality cannot be doubted. Many chairmen in particular have a high sense of duty which is constantly expressed in laudable activity.

Indications of progress too are not lacking. Education is making a rapid advance, and is receiving increased attention. Classes for vocational training and technical instruction are

multiplying. Measures for improving sanitation and water supply, and for the control and treatment of diseases are being progressively organized and financed. Considerable headway has been made in the provision of qualified *dais* to the rural areas for maternity and child welfare work.

Municipal boards.

69. Reviews on municipal boards are, on the whole, more favourable than on the district boards. There was a further improvement in attendance at meetings: collections were better; and there has been amelioration in the finances of some boards. Public services generally, especially those of lighting and water supply, have made satisfactory progress.

Municipal boards have not escaped from the prevailing communal tension, and at times party strife has been acute. New additions to the law have not improved the situation. The fact that a definite majority of a board can compel its chairman to resign puts a premium on intrigue, and detracts both from the discipline and the efficiency of local bodies. Some boards are apt to make disproportionate distributions of expenditure in their budgets. One board spent 31 per cent. of its income on education, but stopped its contribution to child welfare centres; and another endeavoured to economize by abolishing the post of its sanitary inspector.

The financial position of municipal boards was not on the whole satisfactory. The total expenditure exceeded the total income by Rs. 11¼ lakhs; and while indebtedness increased investment declined. It is a strong commentary on the business of the boards concerned that one body failed to assess its members to taxes, while another remitted taxation on a favoured class of its subjects. Nevertheless the closing balance increased by Rs. 3 lakhs to a little over Rs. 42½ lakhs.

With the exception of roads, which have languished in sympathy with the deterioration of district board roads, municipal services have considerably improved. There are now fourteen towns which enjoy the use of pipe water. Several tube wells were sunk. Water supply schemes were under consideration for five places. Eleven towns employ electrical energy, two of which, Aligarh and Muttra, started their installations in 1927; and licences in the case of ten others have been issued or are under consideration. Matters relating to the improvement of health and child welfare are receiving increased attention.

70. The diversity of opinion, commented upon in the last report, on the working of the panchayat system continued. Panchayats.

In general, criticism is favourable. There is no doubt that on the whole the system has taken root, and that, despite many buffetings in various places, its popularity is increasing. In judicial matters panchayats offer some relief to the public, though, their work being essentially of a petty character, they do not, in any way, reduce litigation before courts. In one district (Benares), in addition to their judicial functions, panchayats showed some activity in improving rural areas. Not only did they arrange in consultation with the medical officer of health for improved sanitation, but they also helped in the establishment of seed dépôts, arranged for manure pits outside villages and devised other details of local improvement. In Rohilkhand several panchayats obtained a new type of plough, for the purpose of demonstration.

Conclusion.

71. The year under review was not conspicuous for any startling changes. It was a period of quiet progress for measures that were started years ago, and for policies that were enunciated in the past. But developments of a far reaching character have also taken place.

The finances of the province have been freed from the incubus of Imperial contributions, and show definite signs of improvement. With the pruning away of unhealthy features, the co-operative movement will be free to develop along satisfactory lines for the general uplift of the masses. Remarkable progress has been achieved in promoting health and combating disease. The industries of the province are being carefully organized and agriculture is being steadily improved. Education has outpaced every other branch of beneficial activity in the rate of its advance; and in spite of communal antagonism, which forms a dark spot on an otherwise pleasant background, the year stands out as one of distinct and well-ordered progress.

PART II.—DETAILED CHAPTERS.

Introductory.

Certain subjects, enumerated below, are dealt with once every ten years. Except for changes of importance which the annual reports describe, the latest information about them will be found in the General Administration Report for 1921-22 on the pages given against each subject :—

	Pages.
(1) Physical features, area, climate and chief staples of the province	1—11
(2) Historical summary	14—64
(3) Form of administration	64—66
(4) Character of land tenures	67—72
(5) Civil divisions of British territory	72—73
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(7) Legislative authority	93—95
(8) General system of public instruction	153—160
(9) Literary societies	172—173
(10) Ecclesiastical jurisdiction	176—178

CHAPTER I.—GENERAL ADMINISTRATION AND CONDITIONS.

1. Changes in the administration.

1. His Excellency Sir William Sinclair Marris, K.C.S.I., K.C.I.E., held charge of the province throughout 1927. His Excellency's term of office, which would ordinarily have expired on December 24, 1927, was extended up to January 14, 1928, when His Excellency Sir Alexander Muddiman, Kt., K.C.S.I., C.I.E., succeeded him as Governor of the province.

Sir S. P. O'Donnell, K.C.S.I., K.C.I.E., continued to hold the office of Finance Member during 1927. His term of office was extended to January 13, 1928, when Mr. G. B. Lambert, C.S.I., formerly Chief Secretary, succeeded him. Captain Nawab Muhammad Ahmad Sa'id Khan, C.I.E., M.B.E., of Chattari held the Home portfolio during the year. The Ministers who had charge of Transferred subjects—Rai Rajeshwar Bali of Education, Nawab Muhammad Yusuf, Bar.-at-Law, of Local Self-Government, and Thakur Rajendra Singh of Agriculture—continued in office throughout 1927.

2. Character of the year.

(*See Government resolution on Revenue Administration for the year ending September* 30, 1926.)

Nature of the weather and its effects on crops.

2. The monsoon of 1925 showed very uneven activity. On the whole, however, except in the divisions of Gorakhpur and Agra, where rain was scanty, rainfall was above normal. The new year opened badly. Untimely hailstorms that accompanied rains in March and April, 1926, benefited only sugarcane, and damaged considerably other standing crops in Rohilkhand and Kumaun and in parts of Agra and Meerut divisions. The monsoon of 1926 was late, but, having once started, it continued with hardly any break till the end of August. As a result, agricultural operations were considerably delayed. In Gorakhpur, Basti and Muttra floods caused severe losses; and a part of the Bahraich district was permanently affected by deposits of sand.

The uneven strength of the monsoon of 1925, resulting in abnormal rainfall during one period and sub-normal rainfall during another, was responsible for reducing the total cultivated area of *kharif* to 9·6 per cent. below the average. But this was still one per cent. better than the *kharif* area of the previous year. The fall affected chiefly *bajra*, *juar* and small millets. On the other hand, sugarcane and rice showed considerable increase. Among autumn crops sugarcane, cotton and *mandua* showed an improvement on the figures of the last year. Insufficient winter rains and hailstorms of the spring adversely affected the *rabi* crops, though they were still moderately good. Gram alone showed an improvement on the produce of the previous year. On the whole, however, the year was not too disappointing. Though the cultivated area fell slightly as compared with that of last year, the total produce was very near the normal yield.

Prices.

3. Food prices fluctuated within narrow limits, but remained fairly high throughout the year. From June to December, 1925, they maintained a steady rise; after December they started to decline, till in May, 1926, they had touched the starting point of the previous June; and from May they began to rise again. World wide rather than local conditions contributed to the high level of prices, which was also partly due to the growing tendency of cultivators to hold back their produce for a favourable market.

4. Trade was generally dull, and the fall in world prices is supposed to have hit hard the districts that grow sugarcane. Nevertheless, at least in Gorakhpur, the manufacture of sugar has expanded; and a certain briskness in the export trade in manufactured articles from Cawnpore and an improvement at Mirzapur in the lac, stone and earthware business provide some redeeming features to the depression that prevailed. Trade.

5. The year was fairly healthy. The total of deaths fell by about eight per cent. as compared with the figure of last year. Fever took the heaviest toll, though plague and small-pox, which broke out in most districts, had a pretty large quota of victims. Nowhere, however, were these two latter diseases allowed to assume alarming proportions. The district health scheme, wherever it has been introduced, has effected considerable improvement in the general health; but in places where it is not in force the public health staff seems to obtain poor results. Some authorities advocate compulsory vaccination. Health.

3. Indian States.

(See the annual administration reports issued by the States of Rampur, Tehri and Benares.)

RAMPUR.

6. On January 6, 1927, Their Excellencies, the Viceroy and Lady Irwin, came to Rampur on a short visit; and His Highness the Nawab invited many distinguished guests to the banquet which he gave in their honour. Three months later His Excellency the Commander-in-Chief and Lady Birdwood also paid a visit to Rampur. In February His Highness stayed at Delhi as a guest of the Viceroy. Notable events.

As a result of the keen interest which His Highness takes in the indigenous systems of medicine the annual session of the Tibbi Conference was held at Rampur, where the delegates stayed as guests of the State.

Insufficient rain in September, 1925, and snow in January, 1926, caused some damage to both the *kharif* and *rabi* crops, which explains the high prices that prevailed for most of the year. The outturn was nevertheless better than in the previous year, and land revenue collection improved. The damage to works that the initial force of the monsoon of 1925 had caused kept the demand for labour pretty constant, and kept up the level of wages. Conditions of the year.

The health of the people was fairly good. But the mortality ratio increased slightly and the birth rate declined.

Revenue administration.

The total demand for land revenue fell by Rs. 17,533 as compared with Rs. 75,966 last year. This was due to the decrease of 4,579 acres in the cultivated area consequent on the floods of 1924, and to a decline in the bids for some of the village leases.

Nevertheless collections were better than in the previous year. Excluding debt receipts and charges, the total income for the year was Rs. 54·32 lakhs against a total expenditure of Rs. 55·70 lakhs.

The revenue demand from liquor and charas, owing to a fall in the consumption of both, declined by Rs. 9,000 to Rs. 1·1 lakh. The revenue from opium amounted to Rs. 24,000. The net profit of the Excise Department was Rs. 1·1 lakh.

Police.

The number of offences reported declined from 615 to 574, and the number of prosecutions from 358 to 321. Of these 253 resulted in conviction. The incidence of crime has not undergone any marked change. There were several instances in which the State Police and the British Police helped each other.

Public works.

A handsome new block was added to the Khasbagh Palace on which the Viceroy complimented His Highness at his visit to Rampur. Its cost was estimated at Rs. 7½ lakhs. Several Government buildings were extended and others were kept in good repair. The total expenditure of the department amounted to Rs. 9·7 lakhs. Apart from this, a sum of one lakh was allotted towards the installation of a new electric plant. The area under irrigation increased from 18,955 acres to 55,143 acres, and the total revenue from irrigation rose by Rs. 28,000.

Education.

The number of students increased from 3,959 to 4,314. Of the sixteen students who sat for the high school examination nine were successful. Twenty-one out of 38 boys from the Madarsa-i-Alia passed examinations in oriental languages of the Allahabad University.

TEHRI.

Notable events.

7. The grandmother of His Highness the Raja died. The Raja himself paid a visit to Europe for reasons of health.

His prolonged absence from the Council necessitated the creation of the office of the Vice-President of the Executive Council. The franchise was further extended; and a second representative Assembly came into existence in the year under

review. The elective principle was introduced for the first time in the municipal board of Tehri.

General conditions.

The total rainfall was far below the average; but it was timely and the outturn of crops was satisfactory. The year was fairly healthy; and both the birth and death rates improved.

Revenue administration.

The new settlement has proved a success and vexatious forms of rent have disappeared. Liquor shops have increased by five. The excess of receipts over expenditure amounted to Rs. 33,035, and the year closed with a balance of Rs. 7,07,084, which testifies to the soundness of the State's finances.

Law and justice.

Acts relating to Stamps, Court fees and Limitation were revised, and the State Code of Criminal Procedure is awaiting the assent of the Raja.

The police force was reduced in the interests of economy. The number of reported cognizable cases fell from 94 to 91, and there was a decrease in the percentage of convictions and of recoveries of stolen property.

Army.

The new companies are now fully equipped with arms and kit.

Education.

The number of students reading in primary schools remained unchanged, but attendance has improved. The number of students receiving instructions in superior schools rose from 427 to 495.

Poor results in examinations, however, would seem to point to the necessity of improving the teaching staff. Apart from maintaining several educational institutions, the Durbar spent Rs. 23,000 on scholarships for higher and technical education.

Forests.

The forest administration of the State has been radically altered. The forest area was split up into three divisions—Ganga, Bhillangna and Juma (including the Tons division) each under a divisional forest officer. Special officers will prepare programmes of working plans. The State is training its own men at Dehra Dun with a view to utilizing their services for its forests. The year was poor for chir and deodar seed. Extensive transplantation was carried on, though regeneration was not very satisfactory. The gross revenue from every kind of forest produce amounted to Rs. 11,15,813 as against a total expenditure of Rs. 2,11,438.

BENARES.

General.

8. His Highness the Maharaja received visits from several important personages during the year. Lord and Lady Reading

came to Benares in January; and Viscount and Viscountess Lee of Farnham and His Highness the Maharaja of Mysore in February, 1926.

Conditions of the year.

The monsoon was good on the whole, and was fairly evenly distributed; though in places bajra, urd and *rabi* crops were damaged. The prices of all food-grains rose, especially of peas, gram, bajra and juar. The depression in the carpet industry continued. Plague affected one district, but only in a mild form. Small-pox was prevalent almost throughout the State. Nevertheless vital statistics show an improvement. The birth rate rose to 31·41 and the death rate fell to 15·5 per thousand of the population.

Revenue administration.

The total receipts amounted to Rs. 25·38 lakhs against the total expenditure of Rs. 24·52 lakhs. The decline by nearly 14 lakhs in receipts as compared with the figures of last year was due to the fact that in the year under review no financial windfalls occurred like those that had helped to swell the previous total. Thus, a sum of Rs. 12,168 only accrued from recovery of debts as against Rs. 2,06,045 last year, while extraordinary receipts, which yielded Rs. 15·65 lakhs before produced only Rs. 1·26 lakhs this year. There was also a slight decrease in the income from irrigation, income-tax and excise. The consumption of all excisable articles declined. The State attributes this partly to the progress of temperance. The decline in the consumption of drugs was due partly to the rise in retail prices and partly to the introduction of the sealed packet system, the object of which is to check smuggling into British India. The new system, however, when it is in full working order is expected to cause no loss to the State.

The income from forests and law courts increased. On the other hand, the peculiarity of the Hindu calendar (in duplicating a particular month in a cycle of years) was responsible for Government paying the State five instead of the usual four instalments of Rs. 25,000 as surplus revenue from the ceded territory.

Security.

The number of reported cases fell from 670 to 580. Of these only 64 per cent. were investigated; but the figures of detected crimes show an improvement of about six per cent. and convictions amounted to just over 90 per cent. of the cases that were sent up for trial. On the other hand, cases instituted upon complaint increased by 76 to 194. Burglary, theft and cattle-theft declined.

An important reform was the introduction of a revised system of surveillance of bad characters, which was borrowed from the United Provinces. There was no trouble of a political or communal nature. The police, however, are inadequate for the demands made upon them, and the staff will probably have to be increased. The cost of the Police Department was Rs. 1·39 lakhs.

Army.

The condition of the army is in some respects unsatisfactory. While the 1st Benares Infantry and the 3rd Benares Camel Corps showed a high level of efficiency and discipline, the 2nd Benares Cavalry Troop was deficient both in the quality of its men and of its animals. Many of the barracks are poor and there is no adequate system of lighting or water supply. The cost of the army increased from Rs. 1·81 lakhs to Rs. 2·2 lakhs.

Education.

The number of boys in the two high schools of the State rose by 59 to 610. Examination results, however, were poor, resulting in the success of only half the students who appeared for the School Leaving Certificate examination. And none was placed in the first division. Students increased both in vernacular schools and in Sanskrit pathshalas.

Medical.

In the State hospitals the number of in-patients rose slightly from 2,242 to 2,264, but that of out-patients fell from 87,453 to 85,229. The total number of operations performed increased by 181 to 5,149. The steady rise in the figures of vaccination was maintained. No case of cholera was reported.

Co-operative movement.

The co-operative movement continued to progress slowly. The number of societies increased from 327 to 341 and the number of members from 5,240 to 5,354. Share capital rose from Rs. 36,693 to Rs. 38,207 and the total working capital stood at Rs. 2·56 lakhs, representing an increase of over Rs. 35,000. Unsatisfactory societies are being steadily weeded out.

4. Foreign relations.

Agreement with Tehri over jhulas.

9. In August, 1927, an agreement was concluded between the Government of the United Provinces and the Tehri Durbar, which settled all outstanding questions relating to the bridges over the rivers that form the boundary line between British Garhwal and the Durbar territory. Over the existing bridges the Durbar claims no rights. In future, bridges will be constructed and repaired, as far as possible, by the two Governments acting

in concert and sharing equally in the expenditure. Tolls will be credited accordingly.

Settlement with Nepal over the exchange of land.

The Governments of Nepal and the United Provinces have also come to a satisfactory understanding over the question of the exchange of land, which arose out of the Government's need of some Nepalese territory for their Sarda-Kitcha (canal) project. In return for the 2,898·50 acres that the Government have taken, Nepal is to receive some four thousand acres of land in the Bahraich forest division, a monetary compensation of Rs. 50,000, and a certain volume of water annually from the Sarda canal.

Tibet-Tehri boundary dispute.

The boundary dispute between Tibet and the Tehri State is still pending, and negotiations continue.

CHAPTER II.—ADMINISTRATION OF THE LAND.

5. Realization of the land revenue.

(See the Government resolution on Revenue Administration for the year ending September 30, 1926.)

Total demand and collections.

10. Excluding nominal amounts the real demand for collection rose from Rs. 894 lakhs to Rs. 925 lakhs. The increase of Rs. 21·5 lakhs in the demand for occupiers' rate was mainly responsible for this difference. Of this total demand Rs. 2·5 lakhs were remitted, and a sum of Rs. 4·2 lakhs remained outstanding. The remainder was collected, giving the percentage of collection on the net demand as 99·5.

Land revenue.

11. The demand for land revenue proper rose from Rs. 689·23 lakhs to Rs. 690·77 lakhs, and the total collections amounted to Rs. 688·07 lakhs. Remissions amounted to Rs. 2·21 lakhs, and Rs. 0·32 lakhs was suspended. The unrealized balance amounted to Rs. 17,000. The land revenue on the roll again increased by Rs. 1·9 lakhs, the figure on October 1, 1925, being Rs. 6,91,47,466. This increase is entirely due to the resettlement of the Muttra district and to enhancements in Saharanpur.

Irrigation and local rates.

12. The early ending of the monsoon of 1925 and the tardy arrival of winter rains caused an increase in the demand for irrigation, which raised the total of occupiers' rates from Rs. 97·55 lakhs to Rs. 119·12 lakhs. Out of this sum, to which must be added Rs. 22,000 as arrears of the last year, only the sum of Rs. 48,000 remained outstanding. Owners' rates increased by Rs. 12,000 and practically the whole of the item was realized. Cesses and local rates increased by Rs. 9,000 and amounted to Rs. 72·46 lakhs. Leaving aside a fairly small nominal balance, collections were almost full.

Advances.

13. With the disappearance of the special conditions that prevailed in 1924-25 the amount of advances was bound to fall. The total advances made during the year under review amounted to Rs. 15·81 lakhs (Rs. 6·15 lakhs under Act XIX and Rs. 9·66 lakhs under Act XII). The total sum on loan, including previous advances that still remained outstanding, was Rs. 81·51 lakhs. Of this sum Rs. 3·3 lakhs were suspended,

and the net demand for collection was Rs. 30·98 lakhs, of which 93 per cent. was realized. The total sum now out on loan stands at Rs. 53·71 lakhs.

It is a welcome sign that loans for improvements rose from Rs. 2·95 lakhs to Rs. 6·14 lakhs. New works for which these advances were utilized included 437 masonry wells, one tank and 34 embankments, all of which have been completed, and a still larger number of projects which are under construction. With the expansion of the *khudkasht* land of zamindars under the new Tenancy Act such works are expected to increase. Of the advances made under Act XII Rs. 5·09 lakhs were given for seed and Rs. 3·31 lakhs for the purchase of bullocks.

Coercive processes.

14. After having declined last year, the number of coercive processes employed for the recovery of various demands for revenue rose again—from 193,300 to 209,727. All forms of processes shared in the increase, except that the number of sales of immovable property fell from 33 to 21.

6. Settlements.

15. Record operations and settlement work continued in the districts mentioned in the last report. Two more districts, those of Sitapur and Bijnor, were brought under record operations. Despite the refusal of the Council to pass the Land Revenue Amendment (Settlement) Bill, Government included into settlement rules the main concessions that the Bill aimed at giving to landlords. The chief items are the extension of the period of future settlements from 30 to 40 years, the reduction of the normal percentage of revenue on assets to 40 and the limitation of the enhancement of revenue on any mahal, as a rule, to one-third of the expiring demand. Government applied these rules even to the Muttra district where settlement had been completed. They reduced the revenue that had been provisionally sanctioned, with the result that the new assessment represents only an increase of 6·79 per cent. on the expiring demand. The pending settlements in their turn will receive the benefit of the new rules.

7. Land records.

(*See the report on the Administration of Land Records for the year ending September* 30, 1926.)

System of records.

16. The system of quadrennial records described in the last year's report is now in force. Government sanctioned another rule to reduce the "Kabiz" entries, and consequently to stop

the confusion in which conflicting statements recording actual and legal possession result. The new Land Records Manual, embodying in the patwaris' and kanungos' rules the changes that quadrennial records and the Tenancy Act have made necessary, was approved by Government in April, 1927.

Establishment.

17. The post of one supervisor qanungo in the Muttra district and of one assistant registrar qanungo in the Hardoi district had to be restored. Owing to the abolition of certain tahsils one post of registrar qanungo was reduced in each of the districts of Allahabad, Bareilly and Hamirpur. For the same reason certain portions in the Banda district were redistributed, and patwaris and their assistants numbering 36 were transferred to Hamirpur.

Qanungos.

18. One sadr qanungo who was an approved candidate was appointed as tahsildar, while two who were officiating as tahsildars were confirmed. One of the three diplomates who were bracketed first in the final examination of the qanungo training school received direct appointment as naib-tahsildar. Five supervisor qanungos, approved in previous years, were permanently appointed, while 61 supervisor qanungos officiated as naib-tahsildars. Nine others held special appointments.

Patwaris.

19. The percentage of qualified patwaris rose from 97·03 to 97·36. As compared with the figures of the last year, examination results show a slight deterioration; but that is largely due to the policy of progressively raising the standard of tests. The patwaris' schools at Bijnor and Naini Tal were closed, while the one at Partabgarh was re-opened. The results of the schools at Mau and Hamirpur were extremely poor.

The residence of patwaris continued to improve, and the percentage of resident patwaris rose from 81·73 to 81·94. The percentage of exemptions granted fell from 10·03 to 9·86. Hamirpur was the worst offender in the matter of non-residence.

Three patwaris, who were trained for the purpose, were appointed supervisor qanungos, fifteen were appointed assistant registrars, and two became permanent partition amins. Two patwaris officiated as assistant sadr qanungo and assistant revenue accountant respectively, 130 as supervisor qanungos, 85 as registrar qanungos, eleven as partition amins and fifteen as muharrirs in record operations.

Testing of records.

20. Gazetted officers did more testing and less retesting than last year. Tahsildars and naib-tahsildars did more checking

of records than before, though the quality of their work did not improve. The fact that the land records officers continue to discover a much larger percentage of errors than the district staff would seem to point to the necessity of having a special body of men to check papers. It would also indicate that both the superior and the subordinate district officials need greater thoroughness in testing records.

Registers, maps and boundary marks.

21. Tahsil registers are reported to be up to date. Boundary marks were generally in good condition; and, where necessary, steps were taken for their inspection, repair or renewal. Special attention is now given to map correction; and considerable progress was made in this matter, though lack of funds (for supplying the large quantities of tracing cloth necessary for the purpose) hampered the work to some extent.

8. Waste lands.

22. There is nothing of importance to record.

9. Government estates.

(*See the reports on the Tarai and Bhabar and the Garhwal Bhabar estates and also the report on estates under the control of the Board of Revenue for the financial year* 1926-27.)

Tarai and Bhabar.

23. The belated rains of February and March saved the *rabi* crops in the Tarai from total failure which might have resulted from the deficient rainfall of the winter of 1925-26, and the outturn was estimated at ten to twelve annas in the rupee. The very adequate irrigation supplies that the Bhabar enjoys gave it a full outturn of rape seed, and the other *rabi* crops were well up to the normal yield. The monsoon of 1926 was late, short and scanty; the total rainfall during the monsoon months fell short by over ten inches as compared even with the low figure of 1925. Nevertheless, its periodicity and its distribution suited rice which had a bumper crop over the Bhabar tract and the estates generally in *kharif* 1334 *Fasli*. To the unirrigated crops of the Tarai the very defects of the monsoon were an advantage. Contrary to their usual fate they were not washed away. Cotton, chillies and maize produced a satisfactory yield. From September 1926, the new Agra Tenancy Act applies to the large majority of the estate villages.

The total receipts fell by Rs. 33,530 to Rs. 9,45,411. For this decrease two items were mainly responsible—firstly, the diminished income from grazing dues which was inevitable owing to the mortality of cattle from rinderpest and the consequent natural reluctance of graziers to bring their cattle where the disease prevailed; and secondly, the fall in the income from forests which has resulted from the establishment of a better ratio between the annual output and the total supply of timber. The latter item would have caused a much more serious decrease in receipts but for the quite unexpected rise in the price of Khair trees and other forest produce. The total expenditure rose by Rs. 30,944 to Rs. 5,93,676. This was mainly due to the increase of over Rs. 28,000 in the budget for original works—principally for anti-malarial and walling purposes. There was again an excess of deaths over births. Except for the outbreak of plague at Haldwani the estates were free from the more virulent forms of disease. But malaria and pneumonia still caused heavy mortality, though in the two Tarai parganas (worst for malaria) where anti-malarial works were carried out the number of deaths considerably diminished. Forty-five pounds of quinine and 135 lbs. of cinchona in pill form were distributed.

Reference has already been made to the expansion of walling schemes to protect agriculture. Pukka walling, 4·27 miles in length, was carried out as compared with the 3·83 miles last year. Cattle disease decreased rapidly, and by the end of March, 1927, had completely subsided. Over 1,500 heads of cattle were inoculated against rinderpest; and nearly one thousand cases of other diseases were treated. There was some mortality in the estate cattle farm as well. The general reorganization of the farm which is being carried out is expected to give a better class of animal than has hitherto been reared.

The number of schools rose by three to 97, and the number of students by 252 to 4,500. The number of girl students increased from 108 to 187. Education among the Buxas is very much as it was, but the Tharus made appreciable progress during the year.

The co-operative bank had another successful year. The working capital rose by Rs. 14,597 to Rs. 1·42 lakhs; and the Bank paid a dividend of seven per cent.

24. Rainfall was short by over 22 inches as compared with last year. But thanks largely to the Khoh and Malan canals Garhwal-Bhabar estates.

which redressed the balance of rain, apart from adding a little to the uncultivated area, the effect on revenue and crops was negligible. The Sigaddi canal, however, was almost useless; for it dried up completely in January. It will, however, be remodelled if the Council votes funds for the purpose in 1928.

The total receipts were almost the same as in the previous year and amounted to Rs. 41,139 against the total expenditure of Rs. 22,792. The last figure represents a fall of nearly Rs. 18,000 from the total of last year. The reason is that with the completion of the Kham buildings, expenditure has reverted to its normal standard. With the single exception of the remission of Rs. 100 that was granted under the head of gardens owing to the failure of the mango crop, all demands were realized in full. Mill rents increased by Rs. 435, largely as a result of the re-opening of the Chaukighata mill, which had been washed away by the floods of 1924. It is hoped that the erection of a power mill at Kotdwara, which is contemplated, will both satisfy a long felt want and increase the revenue. Trade, however, has not revived in Kotdwara, and Dogadda now seems definitely to have become the dépôt for the supply of human and pack transport. Public health was good and the estate was free from epidemics. The ravages of rinderpest were less severe than in the last year, though the need for increased veterinary assistance is still serious. The estate maintained, either in whole or in part, five primary schools and education made a steady, though a slight, advance. The co-operative movement progressed. Crime was almost confined to cattle thefts. Most of these were traced, and the offenders were duly punished.

Other estates.

25. The figures relating to the Kumaun soldiers' settlement estates did not vary much from those given in the last report. The deficit fell slightly, but it was still over Rs. 4,000. Collections were excellent. Only two more jagirdars settled in the year under report, but if the Government of India accept the recommendation of this Government, more are expected to settle. The income which will thus be increased together with the curtailment of expenditure on estate forests, which the proposals now before the Imperial Government involve, will put the finances of the estate on a sounder basis.

The surplus in Mirzapur Stone Mahal fell from Rs. 58,000 to Rs. 38,000 as a result of the reduction of duty on certain kinds of stone. This step was advised to meet competition from private

traders. But, as the difference in duty does not seem to affect the demand for that stone, Government are thinking of restoring the old rate. Means are also being devised to prevent the leakage which is possible under the existing system of control. Finally, it will have to be considered whether the district board should not share in the responsibility, at present solely with the estate, for the upkeep of metalled roads which, it is true, are in the Stone Mahal boundaries, but which serve the public as much as they serve the Government quarries.

Estates managed by the Board of Revenue.

26. The year opened with 385 properties under the Board's management. Seven more were acquired during the year. In continuation of Government's policy of getting rid of petty and isolated estates which give more trouble than profit, 34 were sold, twelve were restored to original proprietors or their heirs, one was transferred to the Forest Department and one was given as muafi for war services. The year, on the whole, was good. Except in parts where some damage occurred, crops were normal and satisfactory. The total demand, including arrears, was Rs. 4·96 lakhs, and collections amounted to Rs. 4·53 lakhs, which represents a realization of 91·3 per cent. of the total and 91·4 per cent. of the current demand. The total expenditure amounted to Rs. 1·93 lakhs. The cost of management worked out at 11·2 per cent. of the total receipts. Of the nine important properties, Government and confiscated estates of Allahabad yielded Rs. 1·40 lakhs against the total expenditure of Rs. 84,435 ; the stud farm at Ghazipur gave a net profit of Rs. 28,199 ; and the Dudhi estate produced a net income of Rs. 37,908. The condition of the tenantry was good; there were no epidemics; and cattle were comparatively free from disease.

10. Wards' estates.

(See the report of the Court of Wards for the year ending September 30, 1926.)

Estates under management.

27. The number of estates under management fell from 167 to 162. For, as against the eighteen estates (gross rental amounting to Rs. 17·31 lakhs) that were released only fourteen estates (total gross rental Rs. 5·45 lakhs) were brought under control; and two estates belonging to the same ward and situated in the same district were amalgamated into one. A few instances taken from among the released estates illustrate the stewardship of the Court of Wards. During its twenty years'

trusteeship of the Nanpara estate it paid off debts amounting to Rs. 32·82 lakhs, raised the gross rental from Rs. 8·17 to Rs. 13·74 lakhs, and handed over a cash balance of Rs. 4·11 lakhs at the end. The Mohamdi estate (Kheri) went back with a rent roll that increased by nearly Rs. 15,000, and carried a cash balance of Rs. 2·7 lakhs. In the eighteen estates that have been released the Court of Wards paid off debts amounting to Rs. 43·84 lakhs; and in all instances properties have been improved. Among the estates the charge of which has been assumed may be mentioned the Kurwar estate (Sultanpur) where persistent mismanagement left no alternative to the control by the Court of Wards; and the Bharawan estate (Hardoi) where a septuagenarian lady was incapable of saving the property from ruin.

Collections.

28. The total demand fell from Rs. 152 lakhs to Rs. 142 lakhs, very largely for the reason that in the estates released rents were collected, not for the whole year, but only for the period at the end of which their charge was handed over. Excluding remissions (Rs. 64,468), suspensions (Rs. 71,000) and amounts that were secured by decrees (Rs. 96,759) or realized in advance (Rs. 81,514), the net demand amounted to Rs. 139 lakhs, of which Rs. 133 lakhs were collected. The percentage of collection works out at 96·3 and marks an improvement of 0·6 on the percentage of last year. Collections were generally good except in the Agra division and the districts of Moradabad, Etawah, Jaunpur and Unao.

Management charges.

29. The total cost of management decreased from Rs. 17·43 lakhs to Rs. 16·23 lakhs, while the percentage of cost on income rose by 0·4 to 11·2. The fall in the first item was due partly to the decrease in the number of estates under management and partly to the smaller value of the newly acquired estates as compared with the value of those that were released. The rise in the percentage of cost was due to the fact that the estates released in the first quarter of the year had to pay for management charges, though no income was derived during the period. There was no change in the special schemes of management which numbered 23 as last year.

Payment of debts.

30. The debts outstanding at the close of the year rose from Rs. 120·06 lakhs to Rs. 140·85 lakhs, largely as a result of the inclusion in the latter total of the debts that were confirmed during the year. Out of a loan of Rs. 23·1 lakhs that was raised a sum of Rs. 22·16 lakhs went towards consolidating debts which

carried higher rates of interest; ceremonies absorbed Rs. 53,000; Rs. 12,000 were required for the purchase of properties, and the remainder was utilized for miscellaneous purposes. Debts to the extent of Rs. 45·53 lakhs—surplus profits contributed Rs. 18 54 lakhs—were repaid during the year as compared with Rs. 34·10 lakhs in the previous year.

The accounts in most estates were in a satisfactory condition; but some require better method and closer supervision.

Wards.

31. The total charges for the maintenance and education of wards and their families amounted to Rs. 4·2 lakhs. Purely on the education of wards the expenditure amounted to Rs. 1·90 lakhs and to Rs. 1·06 lakhs on the education of their relations. The decrease of Rs. 3·98 lakhs from the figures of last year was mainly due to the owner of Naïpara and Mohamdi estates having been released from the control of the Court of Wards. Under its charge there were 89 wards including ten girls. Of these 65 were reading in various educational institutions, while 17 received private tuition. Eighteen boys were in the Colvin school at Lucknow, two in the Mayo college, Ajmere, three in the Agricultural college, Cawnpore, one in the Muslim University, Aligarh, and three in the Hindu University, Benares. One ward passed the B. A., one the B. Sc., and one the previous LL. B. examinations. One ward went to England for education, while another, who was already there for medical reasons, passed the intermediate examination for the degree of Bachelor of Commerce. Most of the girls have governesses.

With few exceptions the reports show that the wards have progressed satisfactorily. Twenty-four wards or ex-wards are receiving instructions in estate management, but few derive much profit from them.

Improvements.

32. The total expenditure on improvements rose from Rs. 13·94 lakhs to Rs. 15·79 lakhs. The Court of Wards constructed, completed or repaired 375 wells, and helped in the constructions of 201 wells by the tenants who built another 51 without any aid.

Of the nine agricultural farms only one worked at a profit; but of the 29 seed dépôts most showed an excess of receipts over expenditure. Pusa wheat and Shahjahanpur cane maintained their popularity. The Court of Wards maintains stud bulls and buffaloes; and its Arab stallion at Sahespur-Billari farm and its merino rams in the Kheri estates are designed to

improve the breed of horses and sheep. Poultry is also being improved. Exhibitions intensify and extend interest in agricultural matters. Efforts are made to consolidate holdings where possible.

The tenancy: (a) Education.

33. The total expenditure on the education of the tenantry amounted to Rs. 1·59 lakhs. The estates spent Rs. 34,290 in maintaining entirely 51 schools; Rs. 10,965 in aiding district board schools; and Rs. 90,664 in providing scholarships and subscriptions to various educational institutions. There were four girls' schools which produced satisfactory results. Travelling libraries continued to prove useful.

(b) Medical aid and sanitation.

34. Apart from Rs. 47,737 spent on the repair and construction of medical buildings, the expenditure on medical aid to the tenantry amounted to Rs. 1·25 lakhs. Of this sum over Rs. 58,000 went to aid hospitals and dispensaries under the Dufferin fund and the district board. The estates maintained 21 dispensaries of their own at a cost of Rs. 62,149, and distributed Rs. 5,560 worth of medicine absolutely free to tenants. The travelling dispensary of the Sahespur-Billari estate (Moradabad) was especially useful when the locality was in the grip of plague. Expenditure on sanitation went up by Rs. 10,000, and amounted to Rs. 30,456. The condition of the tenantry was generally good, though in some estates agricultural calamities occurred; and there was a severe outbreak of plague in some places.

Agricultural banks.

35. The 487 societies that existed in 1924-25 had risen to 517 at the close of the year under review. The working capital declined from Rs. 4·72 lakhs to Rs. 3·40 lakhs. Though a few societies showed satisfactory progress, there is still much room for improvement.

Litigation.

36. The policy of reducing litigation to the barest minimum consistent with the efficiency of administration was continued. There were only fifteen original suits of the value of more than Rs. 10,000 in which the Court of Wards was a party. Seven were decided entirely and two partly in its favour. Two cases went against it, and four were pending at the close of the year. There were 25 appeals in which the Court of Wards was concerned. Four were decided in its favour. It lost three appeals completely and one in part. One appeal was compromised and sixteen remained pending.

Advisory committees continued to prove useful; but the other democratic institution, the *panchayats*, did not seem to command much enthusiasm, either of officials or of tenants.

11. Revenue and rent paying classes.

(*See Government resolution on Revenue Administration and the report of the Board of Revenue for the year ending September* 30, 1926.)

Revenue-paying classes: (*a*) Mutations.

37. Of the 279,618 recorded changes in proprietary rights, which show an increase of 23,097 on the total of last year, successions were responsible for 163,177; mortgages for 28,681, a rise of 3,581; and the redemption of mortgages for 15,818, a slight decline.

(*b*) Partitions.

38. There was no perceptible change in the number of applications which amounted to 3,005. The total number of applications for disposal was 7,020 against 7,391 in the previous year. The cases that were disposed of amounted to 3,045, leaving the pending file at 3,975 or 42 less than last year. But, as 329 fewer cases were decided, this decrease gives more apparent than real cause for satisfaction. To Muzaffarnagar belongs the unenviable distinction of having the oldest pending case in the province dating from December, 1916. Only 206 cases against 287 in 1924-25 had the benefit of local inspection by partition officers. Partition work suffers partly because, though both in the interest of administrative convenience and economy fragmentation into numerous and scattered *pattis* should be avoided, proprietors prefer a piece of the old land to a compact block based on valuation; partly because mutual suspicion among co-sharers, coupled with the desire in each to benefit at the expense of others, prevents them from helping the court by fixing their own valuations; and partly because the intricacies of the work require a degree of experience and diligence, which not all revenue officers possess. Government, however, have accepted a scheme, proposed by the Board of Revenue, which, they hope, will produce a marked change for the better.

Rent paying classes: Agra Tenancy litigation.

39. The new Agra Tenancy Act came into force on September 6, 1926, and thus worked only during the last 24 days of the revenue year under review. The total number of cases instituted during the year under both the Acts fell from 463,999 to 395,285.

Ejectment suits.

40. The decrease was mainly due to the fall in ejectment suits—that is, suits for ejectment on grounds other than those of decrees for arrears—which declined from 116,275 to 47,469, because the Board of Revenue, anticipating unfair ejectments in view of the provisions of the new Act, had ordered a stay of such cases. As a result of this, again, pending cases decreased from 175,100 to 68,976: most of the cases that had been stayed were dismissed under section 276 of the new Act. On the other hand, largely because zamindars wanted to get rid of defaulting tenants before the new Act gave them a life long tenure, suits for ejectment on the ground of decrees for arrears rose from 46,761 to 55,484.

Rent suits: (a) for arrears.

41. Suits for arrears of rent increased from 212,144 to 221,242 as a result partly of bad seasons and partly of the enforcement of the new Act.

(b) for enhancement.

42. The new Act is also responsible for the decrease in suits for enhancement of rent, which fell from 43,238 to 25,285. Many landlords thought that procedure would be less troublesome under the new legislation.

Surrenders.

43. Relinquishments of land rose again—by nearly a thousand to 17,705. The highest increase occurred in the Gorakhpur division. The figures, however, merely imply the dissatisfaction caused by local harvests.

Protected area.

44. Excluding the Naini Tal district the area under declared occupancy rights increased by 22,428 acres to 10,327,202 acres, largely owing to the record operations in Budaun and Bijnor. Non-occupancy land held for twelve years or more increased from 4,155,474 to 4,205,214 acres. The amount of land held under leases for not less than seven years went up by 49,127 acres to 1,115,272 acres. Adding all these items together the total area that is protected by law in one form or another represents 74·9 per cent. of all the land held by tenants, which shows an improvement of 0·6 per cent. on the figures of last year and an improvement of 11·4 per cent. on those of 1901-2.

Rent litigation in Oudh.

45. The number of cases instituted in Oudh was 63,892, which shows no appreciable change since last year. While suits for arrears of rent declined by 602 to 21,766, suit and applications for ejectment rose from 19,411 to 24,061. The variation in both the items is due to the fact that, under the amended Oudh Rent Act, the landlord finds a speedier and a less expensive remedy in suits for ejectment than in the other process.

Relinquishments decreased from 9,898 to 8,403. The number of suits for enhancement dwindled from 155 to 99 in the whole of Oudh. The total of miscellaneous applications decreased by 1,871. The number of cases instituted by landlords for the acquisition of land (section 30-A) increased by 24 to 427.

Criticism of Oudh Rent Act.

46. Criticism is still directed on the restrictions [sections 62(*a*) 1(*b*) and 68(*a*),] which the Rent Act imposes on sub-letting as compared with the more liberal provisions of the Agra Tenancy Act. Government are keeping a close watch on the position.

Revenue court work.

47. As compared with last year there were 502 more applications by lambardars for the summary recovery of land revenue, and, including the pending file from the previous year, the total for disposal rose to 3,663. The total claim amounted to Rs. 1·62 lakhs of which 75·3 per cent. was recovered. Nearly 11,500 acres of land were acquired for public purposes at a cost exceeding 1¼ million rupees.

Revenue appeals.

48. The total number of appeals, including those on the pending file, before collectors was almost the same as last year, and amounted to 9,616. The actual number of disposals, however, fell by 239 to 8,083. New institutions before commissioners decreased from 2,649 to 2,393, and the number for disposal was 3,274 or 473 less than last year, though the pending file (769) at the end of the year under review showed an improvement of only 112 cases. The number of appeals and revisions for disposal before the Board of Revenue amounted to 612, of which 496 were decided.

Rent court work.

49. Institutions in Agra declined by nearly 69,000, largely as a result of the Board's order staying ejectment suits in view of the new Tenancy Act; and consequently the total for disposal amounted to 638,401 against 794,925 last year. And, though 31,424 fewer cases were disposed of, the pending file at the end of the year was reduced from 243,116 to 118,169. In Oudh of the 66,126 cases which included arrears and new institutions, 64,449 were disposed of. Institutions under the Kumaun Tenancy rules increased from 798 to 859.

Execution of decrees.

50. The total number of applications for execution of decrees in both the provinces increased by 9,460 to 222,470, of which 202,193 were disposed of, the pending file at the end showing a slight increase of 247. The recoverable amount of the applications on which action was taken was Rs. 89·58 lakhs of which 47 per cent., or 7 per cent. more than last year, was realized.

Rent appeals.

51. The total number of appeals including arrears filed before collectors in Agra increased from 6,873 to 6,159—only four per cent. of appealable cases decided as compared with 5·1 per cent. last year—of which 5,256 were disposed of. Appeals in Oudh before deputy commissioners fell from 969 to 915, which gives a percentage of 11·1 (against 12·3 of last year) on the total number of cases decided in which appeals could be preferred. The number of disposals amounted to 826, which left the pending file almost as it was last year. The total number of appeals for disposal before district judges declined by 355 to 3,515, of which 2,334 were decided. The appeals filed before commissioners increased by 889 to 8,764, though the total for disposal fell from 14,728 to 13,447, of which 7,839, or 544 more appeals than last year, were decided by commissioners and 1,341 by collectors sitting as commissioners. New institutions and arrears amounted to 3,394 before the Board of Revenue which disposed of 2,596 cases, leaving the pending file at 798 or heavier by 130 cases than last year.

52. The new Agra Tenancy Act is undoubtedly achieving one of the objects which it was intended to attain, namely, the reduction of litigation.

Honorary assistant collectors.

53. At the end of 1925-26 there were 166 honorary assistant collectors of whom nine were appointed during the year. They continued to do useful work, though the output of work in Oudh was small as compared with that in Agra.

CHAPTER III.—PROTECTION.

12. Course of legislation.

54. The Council did not maintain the legislative activity of former years. Indeed, from the point of view of legislation, the year was barren in all but name. For the one solitary Act which was put on the statute book, the United Provinces Deputy President's Salary (Amendment) Act, concerned as it was with that official's travelling allowance, merely removed an anomaly in an individual's position, and can scarcely be dignified with the name of law. During the last session of the year the Council passed the Agra Province Zamindars' Association Contribution Act which has yet however to receive the assent of the Governor.

The general aspect of the Legislative Council and its tendencies are described in the General Summary of this report.

13. Police.

(See the report on the administration of the Police Department for 1926 *and also tables* 37 *to* 43 *of the Statistical Abstract for British India, fifth issue,* 1927.)

General.

55. A fairly satisfactory monsoon and the general steadiness of prices were responsible for a comparatively peaceful year. There were no troubles of an agriculture or industrial nature. On the other hand, communal bitterness has intensified; and its diffusion from the urban area, to which it had hitherto been confined, to the countryside is a disturbing feature. In the last general election there was disorder in places, but no riots actually occurred. Since the Kakori dacoity no revolutionary movement has come to light.

Crime statistics.

56. The rise in the total number of true cognizable offences by 7,170 to 133,047, including pending cases and those reported to magistrates, gives no cause for anxiety, as it is more than accounted for by an increase of over six thousand in offences of little consequence under special or local laws, and by an increase of 1,661 in cases reported to magistrates.

Investigation and conviction.

57. The number of investigations increased, and the proportion of convictions to investigations (26·4 per cent.) was the highest achieved in the last thirteen years. On the cases tried out the percentage of convictions improved from 92·5 to 93.

Murder and culpable homicide.

58. Excluding 71 cases in which murderers committed suicide, but including 46 cases of dacoity with murder and cases of riot which resulted in loss of life, the number of true

murders was 129 in excess of the previous year, i.e., 772 in all. In 399 cases the culprits were not discovered or caught. On the cases disposed of convictions work out at 67 per cent. or five per cent. better than last year. Murders were most rife in the period just preceding the rains. There were 394 cases of culpable homicide; and of the cases tried out 50 per cent. resulted in conviction.

Rioting. 59. With a single exception the number of riots (1,581) was the highest on record during the last decade. Of these no less than 37 were due to communal friction; and at Allahabad, Lucknow, Bijnor and Farrukhabad were accompanied with murder. In Bara Banki the situation was so grave that the police resorted to firing, and it says much for the success of the riot drill which the force has now to undergo that no one was injured above the waist. Punitive police had to be quartered at Bara Banki, Allahabad, Fatehgarh and Bijnor. In fourteen districts disturbances actually occurred; and there were many places in which riots were only avoided by the prompt action of the police. Riots of a more general character also increased. Many offenders escaped punishment through the proneness of courts to accept compromises, but of the cases tried out, 80 per cent. ended in conviction.

Grievous hurt. 60. Cases of grievous hurt increased by 194 to 2,905. The most brutal cases occurred in Sultanpur where a person gouged out the eyes of his rival in a love affair; and in Bara Banki where a barber shaved off the nose of a client who was also his creditor. Of the 649 cases tried to a conclusion almost 90 per cent. resulted in conviction.

Dacoity. 61. Dacoity, in decreasing from 742 to 684, touched the lowest level that it has reached since 1913, and the decline in the figures of armed dacoity from 418 in 1924 to 259 in 1926 show that excellent progress has been made in dealing with this form of crime. Convictions in cases where firearms were used or carried increased from 18 to 22. Of all the dacoity cases tried out 83 per cent., against 77 per cent. last year, resulted in convictions. In the districts of Cawnpore, Gorakhpur, Bahraich, Etah, Aligarh and Meerut the incidence of dacoity was highest. Mr. Young continued in command of the special dacoity forces, which rounded up a formidable band in Dholpur known as the Chambal Kanjars. Their successes were to some extent responsible for the decline in dacoity elsewhere. They

arrested no less than 506 persons during the year, and of those arrested 275 were convicted.

Robbery and thefts.

62. The rise in the figures of robbery from 711 to 768 was chiefly due to the classification as such of offences which had previously been registered under other sections of the Penal Code. Cases of burglary reported to the police declined by 255, but the increase in magistrates' cases raised the total for disposal to 42,503—practically the same as last year. Thefts continued to decline, and fell from 21,785 to 20,033.

On the cases tried out the percentage of conviction declined by three to eighty in cases of robbery, and in cases of burglary and theft rose by one in each. Robbery was generally of the highway type, perpetrated after nightfall principally by criminal tribes such as the Karwals in Mirzapur and the Bawariahs in Bijnor and Shahjahanpur, and by some wandering desperadoes who represent the scattered units of the gangs that have been broken up. The areas that suffered most were the districts of Cawnpore, Muttra, Aligarh and Gorakhpur. Burglary was most rife in Aligarh, Meerut, Cawnpore, Bahraich and Gorakhpur. The special system of burglary investigation which has now been tried for some eighteen months has given good results wherever it has been diligently and intelligently applied. But any radical improvement is scarcely to be expected till the country-side population are better able to resist the bargains which they are offered by the vendors of stolen goods. Thefts of firearms included seventeen breech-loading guns, eighteen revolvers and four sporting rifles, and recoveries amounted to two, three and two, respectively. Of the four automatic pistols stolen none was recovered. Cattle theft increased from 3,792 to 4,688, and a special cattle theft force was created to deal with this problem.

Other crimes.

63. As a result of the modifications in the relevant sections of the Indian Penal Code in 1923 the returns of kidnapping have since then been on the increase; and in the year under report they rose by over a hundred to 838. As in the previous year 22 cases relating to currency notes were reported. All but one were cases of passing counterfeit notes of small value. Of the twelve disposed of five resulted in conviction. Offences of counterfeiting coin again numbered 25. Prosecutions in excise cases fell from 1,445 to 1,325, but traffic in cocaine is still extensive.

Prevention and surveillance.

64. The number of persons dealt with under section 109, Criminal Procedure Code, increased by 842 to 3,323. The facts that of the persons prosecuted 41·40 per cent. were previous offenders and that 36·33 were the subjects of history sheets indicate an improvement both in the method of selecting persons to be prosecuted and in the preparation of surveillance records. The number of history sheets in use increased from 42,259 to 48,358. The presence of nearly a third of the total in jail shows that the right type of person is registered. But the possibilities of improvement are rather restricted in the present inadequate state of the chaukidari force which has been reduced to less than half of its original strength.

Absconders.

65. The total number of offenders recorded as absconding rose from 2,247 (revised figures) to 2,368. During the year the police arrested 687 persons.

Criminal tribes.

66. The total number of persons registered as members of criminal tribes rose from 36,551 to 37,053. This represents the normal increment of membership due to the coming of age of youths and to others qualifying on a first conviction. Prosecutions under the Criminal Tribes Act amounted to 2,191, and under the Indian Penal Code and the Code of Criminal Procedure to 990. Of the total registered population 2,306 persons were restricted to settlements and schools. While there is no doubt that registration acts as a deterrent, it is not effective as a means of reform especially in the case of the Aherias, the Barwars, the Bauriahs and the Haburahs who have from time immemorial regarded crime as their only means of livelihood. And thus, except in the Salvation Army settlements, there has been small fulfilment of the reclamatory aims of the Act. There are one or two exceptions, such as the Pasis of Allahabad who are overcoming their criminal propensities, and the Bhantu colony in the Andamans which under Government encouragement is settling down to peaceful avocations; but progress is lamentably slow.

Railway police.

67. The work of the Railway Police shows marked signs of improvement. The total number of true cognizable cases fell from 5,082 to 4,430. Thefts both from station yards and sheds (due as much to the adoption of the Ellis patent lock and the rivetting system as to the increased vigilance of the Watch and Ward staff) and from passenger trains decreased from 4,052 to 3,320. Investigations were made into 89·51 per cent. of the cases reported; and 36·43, as compared with 21·84 last year, resulted in convictions. There were only two cases of dacoity, in

one of which a gang of Kanjars attacked the Sonagir railway station in the Datia States. Robberies rose from eight to fifteen, but they were not of a serious nature. There were two cases of murder and one of culpable homicide. There were no serious accidents during the year; but in petty accidents six persons were killed and twelve were injured. There were eight cases of attempted derailment, the most serious being the attempt to derail the G. I. P. Up Mail between Harauni and Jaitipur on the night of July 26, 1926.

Criminal Investigation Department.

68. Despite its preoccupation with the Kakori case, the Criminal Investigation Department was able to undertake as many as 31 inquiries. The department more than once frustrated the schemes of mushroom companies that had been formed to defraud the public. Amongst its other activities it made inquiries about a bogus bank in the Punjab which had agencies in the United Provinces, the misappropriation of supplies of the British Station Hospital at Nasirabad, and embezzlements in the Central Co-operative Bank at Kanth. The department is a specialized body of experts whose work, consisting as it does of revision and reference, of circulating criminal intelligence and of inquiring into cases beyond the capacity of the ordinary staff, is invaluable both for purposes of detection and of record.

Finger Print Bureau.

69. As the result of a better system of weeding the total number of slips on record fell by 9,043 to 183,288. Though slips of 17,221 unidentified persons, or nearly two thousand more than in 1925, were received for search, the percentage of those traced remained practically the same as last year. In several instances the Bureau gave material assistance in detecting crime by establishing identity from prints taken and skins removed from the fingers of deceased persons.

Strength and cost of police.

70. The number of village chaukidars remained the same as last year, i. e. 43,780. For, though Government sanctioned the increase of 5,352 chaukidars, financial stringency made it impossible to translate the sanction into action. But for the inadequacy of the force there would have been much improvement both in the reports of crime and in the surveillance of bad characters. The post of Assistant to the Deputy Inspector-General of Police was made permanent. Other changes in the regular force resulted in the increase of eleven sub-inspectors, three head constables and 103 constables and in the reduction of eleven sub-inspectors and fourteen naiks. The strength of the mounted and the armed

police remained unchanged, since the addition of 91 constables to the latter was for the specific purpose of providing cycle orderlies. At the close of the year the sanctioned strength of the police, excluding officers of superior rank, stood at 245 inspectors, 2,061 sub-inspectors, 2,581 head constables, 1,554 naiks and 26,251 constables. Excluding the village police the total expenditure fell from Rs. 143·88 lakhs to Rs. 143·17 lakhs.

Discipline.

71. The discipline of the force was excellent. Among the lower ranks 281 men were dismissed and 701 were punished in other ways. Forty-four charges of extortion or ill-treatment were brought against the police as compared with 25 last year. The slight increase in the figures of punishment implies, not a deterioration in the personnel, but a stiffening up of the standard of honesty and efficiency. The percentage of literate men improved from 29 to 31. Morale was satisfactory, for, though the number of desertions increased slightly, from 16 to 18, resignations fell by 74 to 791. The rewards obtained are a tribute to the efficiency of the force. While the number of police rewards increased by over 663, their value rose by over Rs. 16,000 as compared with 1925. Four Indian titles, four King's Police medals and one medal of the Royal Humane Society were awarded.

Buildings.

72. A building programme for three years was accepted and is to be financed by a loan of one crore. During the year Rs. 12·5 lakhs were spent on major works and Rs. 2·4 lakhs on minor works. Among the buildings constructed under the former head may be mentioned the police lines at Naini Tal and Azamgarh; fourteen police stations and one outpost in various places; and the police hospitals at Budaun and Bareilly. In addition Rs. 3·23 lakhs were provided in the police budget for annual repairs and petty constructions.

Miscellaneous.

73. During the year under review escapes from police custody amounted to 45, which is the lowest figure on record. Out of the total of 51 persons at large, 40 were re-arrested. Relations with Indian States continued to be excellent. The extended course of training at Moradabad is producing satisfactory results. A new departure was made in these provinces by sending a special officer to Calcutta to study the conditions of traffic control; and advantage was taken by several officers on leave of learning up-to-date methods of detection and investigation at Scotland Yard.

14. Criminal Justice.

(See the reports of the High Court at Allahabad and of the Chief Court of Oudh on Criminal Justice for the year ending December 31, 1926, and also tables 33 to 36 of the Statistical Abstract for British India, fifth issue, 1927.)

A.—Agra Province.

Judicial staff.

74. Besides the Chief Justice there were eight permanent and two additional judges of the High Court. The number of session divisions was nineteen as last year. In addition to the permanent additional judges ten additional and sessions and subordinate judges worked in eight districts at different times for various periods amounting to a total of about 56 months.

Number of trials.

75. There was an all-round increase in criminal litigation during the year. Thus, including the pending file, cases reported under the Indian Penal Code rose from 111,249 to 112,777; those reported as true from 77,935 to 78,142; the number of persons under trial from 178,911 to 179,696. The number of cases brought to trial fell by 576 to 69,363. The number of cases committed to courts of session rose by 107 to 2,439, and that of the persons whom they convicted from 3,490 to 3,580; and there were 1,021 persons under trial at the close of the year, almost double the total at the close of 1925. The improvement in the figures of persons tried for dacoity, robbery and contempt of lawful authority was more than counterbalanced by the increase in the number of persons tried for offences against life, property (fraud and theft), public tranquillity and public justice. Two variations are specially welcome. The fall from fifteen to nine of offences against the State necessarily implies a better acceptance of the existing political conditions, and the rise by 76 to 1,042 in the number of cases brought for giving false evidence points to an increase in the vigour with which magistrates now try to eradicate an evil which has always been rife. Offences of kidnapping and forcible abduction are on the increase, and a remedy may well be found in filling an obvious lacuna in the law. At present these offences are regarded as complete as soon as the original act of kidnapping or abduction has taken place. But generally the transference of a woman is across a large distance which could never be traversed without conspiracy or abetment. To make these offences "continuing" would almost certainly lead to better opportunities of detection and therefore to more efficient prevention.

The number of true cases reported under special and local laws, including those under the security sections of the Code of Criminal Procedure, rose by 6,532 to 83,541. Connecting the two facts together, namely, that the margin of variation is too large to be due solely to the actual increase in the number of offences committed during the year, and that the increase is mainly under the Municipalities Act, the Police Act, and the Railways Act, it seems reasonable to infer that there has been an increase in the vigilance of the local bodies and the local police in guarding the interests of the community from petty infractions.

Another point of interest is the amazing nonchalance and lack of responsibility with which complainants go to court without having any real basis for redress. Thus, of the 9,785 persons tried for mischief only 1,021 were convicted; of 71,739 persons charged with causing hurt convictions were obtained only against 7,189; and of the persons accused of having used criminal force or having committed assault more than 90 per cent. were acquitted. In another class of cases, i.e., under the preventive sections of the Criminal Procedure Code, of the 1,032 persons produced before courts only 30 per cent. were bound over to keep the peace. In cases of the former class, responsibility for the vast disproportion between the number of persons against whom a complaint is filed and the number of those against whom any deterrent action is taken must be admitted to rest to a consider the extent with honorary magistrates. The laxity of discrimination with which many of them allow cases of a quasi-civil nature (cases of criminal trespass give an instance in point) to be tried by a criminal process, and the dilatoriness with which some of them try cases, lead to this state of affairs. This criticism must not, however, be understood to detract from the utility or the general excellence of the work done by honorary magistrates who almost halve the task of the stipendiary courts. It is an unfortunate fact that both stipendiary and honorary magistrates make insufficient use of sections 203 and 250 of the Criminal Procedure Code and of section 95 of the Indian Penal Code. Action, consisting of a judicious mixture of a just appraisement of a complaint and of severe measures, if it is false or frivolous, will weed out many cases that owe their rise either to petty ennui or to personal or family vendetta, unconnected with the immediate and professed cause of action.

Duration and results of trials.

76. The number of witnesses examined rose from 266,374 to 278,200. The number of witnesses detained for more than two days in the courts of magistrates increased again from 15,432 to 16,383. Section 256 of the Code of Criminal Procedure which makes obligatory—except under special circumstances—at least two hearings of a case was again blamed. But it is difficult to see how an evil (granting it to be such for the sake of argument), which in itself does not vary, can cause progressive increases over a series of years. The case of an honorary magistrate in Agra who, out of a total of 116 witnesses examined, detained 85 for three days or more cannot be explained away so easily. In sessions courts the number of witnesses detained over two days increased from 5,960 to 6,242. The total number of witnesses who were not examined, i.e. were in reality not necessary for the efficient prosecution of the case of the side which produced them, remained as formidable as ever. It of course lies in the power of the Bar rather than in that of the court to dispel the illusion of litigants that proof depends on the quantity more than on the quality of their evidence. The average duration of trials in all courts continued to be ten days as before. While admitting that section 256 of the Criminal Procedure Code is a fruitful source of delay in permitting, as it does, the recall of prosecution witnesses at a later stage of the proceedings, and that section 526 (8) definitely encourages the unscrupulous litigant to place obstacles in the way of a speedy and continuous trial, it must be confessed that magistrates, and specially honorary magistrates, can still do much to shorten the duration of cases.

Punishment

77. Of the 205 persons (i.e. fourteen less than in 1925) condemned to death the High Court confirmed the sentence on 102, released 43, and modified the punishment of 28, while the cases of 32 persons remained pending at the close of the year. The number of persons sentenced to transportation for life fell from 459 to 440, while those sentenced to rigorous imprisonment rose from 15,122 to 15,893, of whom only ten per cent. were also ordered to undergo solitary confinement. Persons sentenced to whipping numbered 920, as compared with 974 in 1925. Considering that this form of punishment was ordered only in 15·77 per cent. of all the possible cases in which it could have been awarded, it is doubtful if magistrates realize the full value of whipping as a corrective—specially on first offenders. The number of persons sentenced to imprisonment of fifteen days or under decreased by 33 to 1,476. The number of persons released

on probation rose from 1,961 to 2,183. Though the value of fines imposed by sessions courts fell, the value of those imposed by magistrates rose, and the total amount of fines imposed was almost the same as in 1925, i.e. Rs. 9·61 lakhs. The total realized fell by over Rs. 3,500 to Rs. 7·46 lakhs.

Appeals.

78. The number of appellants in the courts of district magistrates rose from 7,704 to 7,902, and in the courts of sessions from 11,197 to 12,295. In the High Court the number of appellants increased by 39, but Government appeals against acquittals declined from 32 to 25. The percentage of unsuccessful appeals rose from 67 to 68.

Jury system.

79. The jury system was applied in Allahabad, Benares, Cawnpore and Bareilly. The High Court disposed of twelve references against the decisions of the jury with whom it agreed in three and disagreed in nine cases.

B.—Oudh.

Judicial staff.

80. The strength of the permanent judicial staff remained unaltered. During 1926 nine additional and sessions and subordinate judges worked at different places for various periods amounting in all to 40 months. These figures include the second additional judge at Lucknow, whose post was continued throughout the year, and the special judge appointed to try the Kakori conspiracy case which lasted from April, 1926 to April, 1927. At the close of the year six subordinate judges exercised the powers of an assistant sessions judge.

Number of trials.

81. The total number of offences reported fell from 59,970 to 59,367; of those reported as true from 45,709 to 44,809; the total number of cases for disposal before courts from 46,849 to 45,933; and the number of persons brought to trial from 99,551 to 97,474. Of the persons actually tried only about 35 per cent. were convicted. The rise from 1,655 to 2,107 of persons committed to the courts of sessions was mainly due to the persons involved in special dacoity cases, which had, however, mostly been committed before 1926. The total number of offences reported under the Indian Penal Code decreased from 33,434 to 32,922. The decrease was general, the most notable classes being murder, culpable homicide, rape and traffic in stolen property. The exceptions are to be found in offences against public tranquillity, public servants (largely due to communal tension), public health, safety, decency and morals. There was also an increase in thefts, while the number of offences of

kidnapping touched the highest point on record (341). The number of cases of robbery and dacoity remained practically the same as last year.

In sessions courts convictions in offences relating to life rose from 54 to 59 per cent. and in robbery and dacoity from 54 to 64 per cent.

The decline in the percentage of convictions in certain offences is to be deplored; thus, in rape it fell from 59 to 51; in causing miscarriage and injury to unborn children from 74 to 58, and in kidnapping from 40·3 to 29. The number of offences reported under special and local laws fell slightly—from 23,449 to 23,373—the decline being specially marked under the Cattle Trespass Act and the Municipalities Act. As in Agra—and for the same reason—there was a substantial increase in offences under the Arms Act, the Police Act and the Railways Act. Under the security section of the Code of Criminal Procedure the number of persons involved in cases for keeping the peace was almost the same as last year—5,193. Of the 5,137 persons tried only 28 per cent. were bound over to keep the peace, which shows a fall of seven per cent. There were 2,029 persons, or 196 more than in the previous year, tried under sections 109 and 110 of the Code (good behaviour), and 90 per cent. were required to furnish security for their good behaviour.

The use made by magistrates of section 250 of the Code was again lamentably small.

82. Of the 45,752 cases involving 97,237 persons brought before magistrates (both marking a decline of two per cent. from the figures of 1925) 45,115 cases involving 95,448 persons were disposed of, which shows a decline of one per cent. in the business transacted. The percentage of convictions under the Penal Code rose from fifteen to sixteen and that under special and local laws increased from 69 to 71. **Duration of trials.**

The average duration of trial per case remained eleven days in the courts of stipendiary magistrates, and in the courts of honorary magistrates rose from nine to ten. While it is true that honorary magistrates are inclined to be lax in the despatch of business, it has to be admitted in fairness to them that they dealt with 56 per cent. of the persons actually brought to trial in Oudh.

The total work for disposal in courts of sessions increased from 865 cases involving 2,191 persons to 875 involving 2,444

persons. Of these 84 per cent., or six per cent. less than in 1925, were decided. The percentage of conviction rose from 59 to 64, and the duration of trial in these courts improved from 64 to 52 days.

In the courts of magistrates of the 102,126 witnesses summoned 85,361 persons were examined. The percentage of unnecessary witnesses on the total number summoned fell from seventeen to sixteen. In the courts of sessions of the 12,837 witnesses summoned, 8,783 were examined against 13,279 and 8,631 respectively in 1925. The amount of diet money paid increased by Rs. 8,660 to Rs. 92,412.

Punishments.

83. In respect of 62 persons out of the 78 condemned to death by sessions courts the Chief Court confirmed the sentence. The number of persons sentenced to transportation increased from 99 to 151; and the total of persons sentenced to imprisonment, excluding those imprisoned in default of furnishing security, fell by twelve to 866, of whom 123, as compared with 98 in 1925, were sentenced to a term exceeding seven years. The number of persons on whom magistrates passed sentences of imprisonment up to two years rose from 5,978 to 6,647. In the case of 407 persons the sentence of imprisonment was accompanied by an order for solitary confinement. The number of sentences of imprisonment for fifteen days or under shows an unsatisfactory rise from 404 to 446. The number of persons fined by courts subordinate to the Chief Court was 23,973, and the total of fines amounted to Rs. 1·96 lakhs of which 83·2 per cent. was realized. Persons released on probation or after admonition amounted to 1,054, as compared with 657 in 1925. The number of persons whipped decreased by 22 to 210. Considering that whipping was awarded in less than eight per cent. of the cases in which it was possible to impose it, it is obvious that, as in Agra, courts do not realize the efficacy of this form of punishment as a deterrent.

Appeals.

84. The number of appeals for disposal before magistrates rose from 881 to 915, and before courts of session from 2,074 to 2,108, while the percentages of totally successful and unsuccessful appellants in the two classes of courts were 24 and 48, and 18 and 72 respectively. The average duration of each appeal was 22 days and 20 days respectively, which shows an improvement of three days in magistrates' courts and a deterioration of three days in the courts of sessions. In revisional applications only two per cent. of the applicants before magistrates and 1·1 per

cent. before the courts of sessions were wholly successful. The number of appeals before the Chief Court fell from 770 to 563, of which 545 were disposed of; and the average duration per appeal improved from 31 to ten days. Out of the seventeen persons in respect of whom the appeals against their acquittal filed by Government remained before the court for final decision, the orders of lower courts were maintained intact in the case of four only.

Jury.

85. Reference against the findings of the jury were made in respect of seven persons. In the case of four the court agreed with the judge and in the case of three it upheld the opinion of the jury.

15. Jails.

(*See the report on the condition and management of jails for the year ending December* 31, 1926, *with the Government resolution on it, and also tables* 44 *to* 54 *of the Statistical Abstract for British India, fifth issue,* 1927.)

Jail population.

86. For the last three years statistics of the jail population have steadily maintained their upward trend. The daily average number of convict inmates was 25,946 or 1,121 more than in 1925; and there were 1,500 prisoners more at the end than at the beginning of the year. The rise is to be attributed to a variety of causes: the increase of 125 in the number of female convicts; the general rise in offences of theft, house-breaking, homicide, personation and giving false evidence; the greater number of prisoners sent to prison for bad livelihood and the abolition of transportation to the Andamans. As a result the total number of new admissions during the year rose from 27,833 to 30,347.

There was an appreciable increase of 2·17 in the percentage of habitual offenders which rose to 28·12. But it would be rash to read into these figures the intolerance of society or the persecution of the police which gives such men no chance for an honest livelihood, any more than their own incapacity to reform or to profit by experience. The percentage of literate prisoners fell slightly from 3·6 to 3·4.

Explanation of variations.

87. Some variations in the figures of different classes of imprisonment are interesting. The reinvesting of magistrates

with the discretion to inflict rigorous or simple imprisonment on prisoners who fail to furnish security for good behaviour under section 109, Criminal Procedure Code, was partly responsible for the decline in the number of prisoners undergoing simple imprisonment from 2,931 to 2,160, and for the rise in those who were sentenced to hard labour from 23,061 to 26,434. The percentage of prisoners who were imprisoned for short terms of three months or under shows practically no variation, which indicates that magistrates are still apt to regard imprisonment more as a punishment than as a means of reformation. Only 5·6 per cent. of the prisoners (as compared with 6·3 per cent. in 1925) sentenced to rigorous imprisonment were ordered to undergo solitary confinement; and the percentage of those who were ordered to be whipped in addition to doing hard labour was just half of last year. During the year 2,098 civil prisoners, or 438 more than in 1925, were admitted to the jails.

Conduct and discipline.

88. There is no doubt that the disciplinary system of the jails is improving the conduct of prisoners, and that the old type of prisoners whose effrontery disdained consequences in its desire to insult authority is tending to disappear. But with the steady increase in habituals due to the abolition of transportation, this state of affairs may not continue.

Despite the increase in the number of prisoners the total number of offences committed by them fell from 22,879 to 21,498, and the number of punishments awarded fell by 1,333 to 21,506, of which 41·7 per cent. were inflicted on habitual convicts, and of which as many as 6,694 were mere formal warnings. Only twelve offences, as compared with 47 in 1925, were dealt with by the criminal courts; and offences of assault, mutiny and escape fell from 63 to 42. The number of prisoners flogged, twelve, was the lowest on record; and as eleven of these were habituals, the conclusion seems to be that the punishment was thoroughly deserved. The fall in the number of remissions gained by prisoners from 12,571 to 11,800 was not due to any particular cause.

The number of prisoners who escaped was just half of that in 1925, that is, nine in all.

Health.

89. The increase by 0·6 in the death rate to 11·5 per mille was too insignificant to need comment. The total number of deaths was 345. There was a general increase in the number of

prisoners admitted to hospital for pneumonia, tuberculosis, dysentery and diarrhoea. Overcrowding in central jails and the severity of the winter of 1926 were partly responsible for this increase. Infectious diseases were kept well under control. Only three fatal cases—one of cholera and two of plague—occurred during the year, and those were in three different jails. The general excellence of health in prisons was mainly due to improvement in cooking, clothing and sanitation.

At Sultanpur jail sanatorium 102 prisoners suffering from tuberculosis were admitted during the year.

Expenditure.

90. The total expenditure rose again, from Rs. 26·68 lakhs to Rs. 28·43 lakhs, mainly as a result of the rise in the price of grain and of the increase in the jail population. The charge per head works out at Rs. 95-3-0 or Re. 1-1-2 more than in 1925, but Rs. 4-9-11 less than in 1923.

Employment.

91. Of the prisoners sentenced to labour 38·64 per cent. were employed in doing remunerative work. Cash profits rose from Rs. 2·34 lakhs to Rs. 2·59 lakhs, and the value of sales to the public increased from Rs. 2·86 lakhs to Rs. 2·94 lakhs. The total of sales to Government shows an improvement of Rs. 48,232, and the value of goods manufactured for the Jail Department amounted to Rs. 3·10 lakhs. Altogether the value of the outturn improved by nearly one lakh to Rs. 9·63 lakhs.

Juvenile prisoners.

92. The number of youths under sixteen admitted during the year fell from 67 to 58, but the number of admissions of prisoners below 21 increased from 2,650 to 3,063. In the Bareilly juvenile jail 321 criminal convicts under 21, as compared with 303 in 1925, were admitted. The star class system introduced in this jail in 1924 is producing excellent results. Not only does it benefit the boys in the class itself, but it also reacts indirectly on the boys outside, because both remain in contact with each other.

Reform.

93. In 1927 the new Jail Manual was issued. Basant Panchami, Id-ul-Fitr, Id-uz-Zuha, Chehlum, Christmas Day, Good Friday, Holi, Dasehra, Diwali and Muharram are now real holidays. All central and district jails have been supplied with small libraries of religious books, which the prisoners greatly appreciate.

16. Civil justice.

(See the reports on Civil Justice for Agra and Oudh for the year 1926, *the report on the Administration of Civil Justice in Kumaun for the first quarter of* 1926, *and tables* 27 *to* 32 *of the Statistical Abstract for British India, fifth issue,* 1927.)

A.—Agra Province.

Administrative changes.

94. During the year the separate munsifs' courts of Hapur and Baghpat were abolished, and their jurisdictions were transferred to the courts of the munsifs of Meerut and Ghaziabad respectively. A new court of sessions and subordinate judge established at Etah replaced the court of the additional subordinate judge at Aligarh which used to deal with the civil work of the former district. The long contemplated measure of bringing the administration of civil justice in Kumaun into conformity with that applying to the rest of the province was completed, when, on April 1, 1926, the districts of Garhwal, Almora and Naini Tal were brought within the civil jurisdiction of the High Court at Allahabad.

Judicial staff.

95. The permanent staff was supplemented with additional district judges in four districts, additional subordinate judges in 21, and additional munsifs in 25 places.

Original suits.

96. New institutions rose to the record figure of 176,378 mainly as a result of the inclusion in this total of 6,256 suits filed in Kumaun courts and of the large increase from 86,741 to 102,689 in cases dealt with by courts of small causes. Among the various classes of litigation the rise was most noticeable in suits for money, movable and immovable property, mortgage and pre-emption. Though disposals rose by 6,808 to 178,815, the total on the pending file at the close of the year rose by nearly 4,000 to 32,788. The total value of suits was almost double, having risen from Rs. 886 lakhs to Rs. 16·21 lakhs.

Two conclusions seem inevitable. First that the speedier disposal of cases, to which the increase in the number of courts has led, encourages a more ready resort to courts of persons seeking a remedy. And secondly, that large as the relief has been to the permanent staff, as the increase in the total of disposals proves, it is yet not quite adequate to keep pace with the increase in litigation.

97. Munsifs took longer than in 1925 to dispose of both contested and uncontested cases. But the time taken by district judges under both categories declined appreciably, while the average duration of cases before subordinate judges decreased from 217 to 87 in suits that were contested, and in those that were not contested it was reduced to almost one-third of the period for which they remained pending in 1925. Duration of cases.

98. Appeals filed before courts subordinate to the High Court maintained their downward tendency, and amounted to 14,341 against 14,932 in 1925; but their average duration rose from 136 to 154 days. The pending file rose by nearly 500 to 4,756, of which 2,398, or nearly 750 more than last year, remained pending for over three months. The number of appeals before the High Court rose again, from 6,673 to 7,352. The pending file decreased from 4,777 to 4,566, of which 4,130, or 52 more than in 1925, were pending for over three months. Appeals.

99. The total number of applications for execution of decrees rose by just under 10,500 to 1,78,530. The total number disposed of rose by 4,182 and of those pending by 4,677. The percentage of fructuous applications increased from 45 to 48. Execution of decrees.

100. The number of the courts of village munsifs fell from 109 to 98, of whom only 83, as compared with 96 in 1925, were working. The total number of institutions fell by 1,000 to 6,762, and of disposals by a little over a thousand to 6,588, while the total value of suits decreased by Rs. 26,000 to Rs. 1·35 lakhs. There were 37 courts of honorary munsifs working instead of 38 as in 1925, but the total number of suits disposed of rose from 9,984 to 10,112. Honorary courts.

101. The number of insolvency cases was almost double, having increased from 303 to 579—partly because of the depression in trade, but mainly because the ordinary money-lender in this province thinks more of interest than of security. Insolvency.

B.—OUDH.

102. The permanent staff, including the additional judge of Unao who is temporary only in name, was supplemented by the following officials who worked for various periods at different places—two additional judges, five sessions and subordinate judges, five subordinate judges, and one judge of the court of small causes. Judicial staff.

103. Almost entirely as a result of the fall in the number of small cause court cases new institutions fell from 73,291 to Original suits.

70,598, though the value of suits rose from Rs. 240 lakhs to Rs. 251 lakhs. The total for disposal decreased from 86,753 to 85,664, of which 73,619, or six more than in 1925, were disposed of, leaving the pending file at 12,044, lighter by 1,096 than last year.

Duration.

104. The average duration of suits in the courts of district judges underwent a marked decline in contested suits. It fell from 228 to 53·57 days. In uncontested suits it fell from 104 to 62·86 days. It rose slightly in the cases of contested suits before subordinate judges and munsifs, and while subordinate judges took slightly longer, munsifs took a substantially shorter period, than in 1925, to decide uncontested cases. In the case of the courts of small causes the duration of contested suits increased from 60 to 74·38 days, and in uncontested ones it fell by five days to 50.

105. The total number of regular civil appeals in courts subordinate to the Chief Court fell slightly from 1,951 to 1,856, and the pending file at the close of the year improved by 208 to 593. Of the 2,101 appeals disposed of, 392 were wholly and 304 partially successful. Of the 1,310 regular appeals and 292 miscellaneous appeals before the Chief Court 1,022 and 262 respectively were disposed of.

Execution of decrees.

106. The number of applications for execution of decrees rose again, from 69,638 to 71,052, and the total for disposal increased from 80,639 to 83,173, of which 70,007 as compared with 68,518 in 1925, were disposed of. The percentage of fructuous appeals remained practically the same as last year.

Honorary courts.

107. There were 54 honorary munsifs sitting singly or in benches who worked during the year. They decided 9,279 cases against 8,433 cases in 1925. The number of village courts fell from seven to six, and they disposed of 618 suits.

C.—KUMAUN.

Administrative changes.

108. From April 1, 1926, the administration of civil justice in the Kumaun revenue division passed under the jurisdiction of the High Court at Allahabad. Consequently the statistics given below deal with only the first quarter of the calendar year 1926. Those for the subsequent period are included in the returns of the High Court.

109. New institutions of a total value of Rs. 3·42 lakhs numbered 1,918. Of the 3,328 suits for disposal 3,281 were decided, the average duration per uncontested suit being 65·54 days and of contested ones being 141·94 days. The total number of appeals for disposal rose from 336 to 382 of which 341, as compared with 246 in 1925, were disposed of, the average duration per appeal having declined from 114·76 to 78·96 days. Applications for execution of decrees numbered 3,218, of which 2,858 were disposed of. Disposals and duration.

17. Registration.

(*See the note on the Administration of the Registration Department for* 1926 *and also table* 57 *of the Statistical Abstract for British India, fifth issue,* 1927.)

110. The total number of registered documents rose from 285,600 to 296,989. While mortgages and leases relating to immovable property showed a noticeable increase, sales and exchanges underwent a marked decline. The fluctuations are attributed to the fear of a possible fall in the value of land as a consequence of the new Agra Tenancy Act, which made it more attractive to invest money on interest in mortgages than to sink it for good in purchases; to the desire, in view of the same law, to enhance rents in an unequivocal manner, before the conferment of statutory rights on tenants made it too late; and to the return to the older and lower stamp duty from May 1, 1925. Registration.

111. The total receipts of the department increased by Rs. 31,023 to Rs. 13·65 lakhs, while the total expenditure was almost the same as in 1925, i.e. Rs. 4·57 lakhs. Financial.

112. The number of inspections rose from 517 to 581, of which departmental officers made 330, revenue officers 240, and additional judges eleven. Inspections.

113. For professional misbehaviour seven officials were dismissed as a result of departmental inquiries; and one was convicted in a judicial trial. General.

There was no prosecution under the Registration Act during the year.

At Kulpahar the post of the *ex officio* sub-registrar was abolished; and the territory under his jurisdiction was amalgamated with Mahoba.

18. District boards.

(See the review on the working of the district boards for the year ending March 31, 1927, and also table 141 of the Statistical Abstract for British India, fifth issue, 1927.)

General. 114. After a year's experience of the new boards, that came into office with the elections of 1925, it can scarcely be said that the changed personnel has made for improvement. The total number of meetings during the year was 851, of which 82 were abortive, and 72 resulted in adjournment for want of a quorum. The frequency of sessions was in inverse ratio to their utility. The election of chairman adds a new occasion for intrigue; and the conduct of business is a comprehensive paraphrase for factious discussions of a communal nature. At one meeting of the Gorakhpur board only three resolutions could be passed from an agenda consisting of 42 items. The percentage of attendance of all members at each meeting was 57, which hardly betokens an exuberant civicism. At Partabgarh two members had to be removed for non-attendance, while at Gonda five members attended only one meeting each during the year. Fortunately these were the worst examples.

It was only natural from the spirit of general apathy, which these figures illustrate, that members (excluding chairmen who form honourable exceptions to the general rule) should find even smaller attraction in outdoor inspection than in the meetings of the boards. Generally tahsili committees had a sterile existence.

Income. 115. Excluding opening balances and debt heads the total income rose from Rs. 190·85 lakhs to Rs. 196.15 lakhs. Out of the sixteen heads under which income is classed eleven contributed to this rise, while receipts from pounds, veterinary, fairs, interest and agriculture and arboriculture declined as compared with the previous year. Grants from Government increased by Rs. 2·64 lakhs, the total being rupees 87·64 lakhs which represents 44·7 per cent. of the total receipts of the boards. Government's contribution towards education rose from Rs. 69·48 to Rs. 73·45 lakhs, and towards medicine and public health from Rs. 4·91 lakhs to Rs. 7·88 lakhs, though their allotment for other purposes decreased from Rs. 10·61 lakhs to Rs. 6·31 lakhs. The revenue of the boards from local rates increased by Rs. 1·07 lakhs, from tax on circumstances and property by Rs. 76,708 (almost sixfold) and from miscellaneous by Rs. 55,272. The income from fairs decreased,

because most of the fairs, such as those of Garhmukhteshwar, Naochandi and Bateshwar, attracted a poorer attendance than in the previous years. Largely as a result of the increased application of the tax on circumstances and property the incidence of taxation per head of population rose slightly by one pie to two annas and nine pies, varying, as it did, between five annas and eleven pies in Muttra to seven pies in Almora.

Expenditure.

116. The total expenditure rose from Rs. 191·42 lakhs to Rs. 195·56 lakhs. Rises occurred in pounds from Rs. 4·76 lakhs to Rs. 5·11 lakhs, in education from Rs. 95·4 lakhs to Rs. 100·34 lakhs, in medical and public health from Rs. 24·19 lakhs to Rs. 26·53 lakhs. The cost of general administration fell from Rs. 10·17 lakhs to Rs. 9·78 lakhs; while on public works expenditure declined from Rs. 48·47 lakhs to Rs. 46·3 lakhs.

Financial position.

117. The net excess of income over expenditure amounted only to Rs. 59,000. Receipts under Debt heads supplemented the income by Rs. 7·1 lakhs of which a sum of Rs. 4·52 lakhs was raised by the sale of Government securities. This latter addition was in fact responsible for the rise of Rs. 4·07 lakhs in the closing balance of the year, which stood at Rs. 42·24 lakhs. The absolutely free balance, however, at the disposal of the boards declined from Rs. 20·59 lakhs to Rs. 17·80 lakhs. One board had a debtor balance, and six had balances that fell short of Rs. 20,000. In several boards only the bare minimum required by Government was maintained, and some adopted the comfortable but essentially dangerous practice of including in their balances, not the money which they actually had in hand, but that which they hoped would be paid in. A good many boards, further, showed a creditable balance sheet merely by withholding Government contributions. The prosperity in the case of several boards is purely fictitious, and they are heading straight for bankruptcy if they do not mend their finances. It is a remarkable fact that hitherto only Meerut and Cawnpore have had the courage of risking odium, in the interests of financial soundness, by imposing new taxation, and that only Aligarh and Benares are negotiating with Government on the question of raising a tax on circumstances and property. In several cases proposals for this tax were devised, but evidently zeal for reform withered under the terror of unpopularity.

Education.

118. Educational expenditure by district boards increased by Rs. 4·94 lakhs while Government grants increased by Rs. 4·07 lakhs. A sum of Rs. 87,000 in excess of the amount spent in

1925-26 was thus met by the boards from their own resources. Increased expenditure from the boards' own resources in 1926-27 on education was thus less than Rs. 2,000 per board. In the same year balances in the education funds rose by Rs. 3·65 lakhs showing that the boards failed to that extent to work up to the prescribed minima for education or failed fully to utilize non-recurring Government grants for education.

The number of board schools increased from 14,958 to 15,208, while aided institutions rose from 3,889 to 4,304. The number of students in the schools of the two categories rose from 877,139 to 903,480 and from 122,440 to 135,870 respectively, making a combined total of 1,039,850. Of this total, however, only 195,245 have passed out of the lower primary classes while 844,105 are still in them. The wastage that takes place here has been for many years a source of disquietude. The Education Department is endeavouring to improve the teaching in the lower classes, and it is hoped that with the spread of compulsory education the wastage will be still further reduced.

The study in vernacular middle schools of English as an optional subject is growing in popularity, aided as it is by grants from provincial resources. Female education is progressing though the complaint against the paucity of women teachers continues. Depressed classes, in schools at least, are rising from the helotism from which an iron social system had decreed that there should be no release. The number of training classes is rising, and with these the proportion of the trained element in the tutorial staff is bound to increase. With the extension of an education which is both to be compulsory and free even better things may be expected.

In some boards' vernacular middle schools manual training (woodwork) and agriculture have been introduced with a view to the education of the hand and eye as well as of the mind. Some boards are maintaining or aiding vocational schools also. At Banda an interesting experiment was made by opening a school for tailoring.

Medical and public services.

119. The tendency, noted in the last year's report, to transfer the charge of dispensaries to the doctors employed by the boards themselves has further developed during the year under review. It is more economical than the employment of doctors of the P. S. M. S. Travelling dispensaries are declining, but they still perform useful work, and were specially valuable during the recent Kumbh fairs.

In the fixed rural dispensaries the tendency seemed to be towards a slight decline in the popularity of western medicine which, however, was counterbalanced by the increase in the employment of indigenous medicines. The number of dispensaries which dealt out Ayurvedic and Unani medicines increased, and the rise in the number of persons who demanded these medicines was still more remarkable. The Board of Indian Medicine made some grants to these dispensaries, and will, it is hoped, form a useful check on mere quackery into which the science of some indigenous doctors occasionally merges.

In the matter of medical aid to women the boards made greater efforts than before. While the number of qualified midwives shows no appreciable increase, the boards are developing the practice of sending into the country qualified dais as much for the purpose of ministration as for instruction.

There has also been some improvement in the matter of sanitation. New borings were made, and boards' doctors perambulated in rural areas disinfecting wells. The knowledge of sanitation and hygiene that is imparted in board schools will also help to extend the habit of personal cleanliness.

For further details on matters dealing with medicine, public health and vaccination see chapters IV and VI.

Communications.

120. All divisional reports are unanimous in criticizing the management of communications by the boards. There is no doubt that roads have deteriorated. In most cases the length of roads imposes too high a strain on the resources of the boards; but few of them have had the courage, like Meerut, to admit a consciousness of their limitations. With the inadequate staff and still less adequate budget which the boards have for roads—one board wanted a fully qualified engineer on Rs. 150 a month—the prospects are not very encouraging.

19. Municipal boards.

(See the review on the working of municipal boards for the year ending March 31, 1927, and also tables 137 to 140 of the Statistical Abstract for British India, fifth issue, 1927.)

General.

121. With the exception of four places there were no changes in the constitution of municipal boards. At Muzaffarnagar the creation of a new mandi was responsible for adding three elected

members to the board; at Agra the membership of the board increased by one in consequence of the appointment of one representative of St. John's College; to the Mau board Government nominated two instead of the usual single member; and at Naini Tal the board consisted of twelve members of whom eight were elected and four nominated in place of the former eleven members of whom six were elected and five nominated. At Mussoorie, owing to the peculiarity of its conditions, the general election for the municipal board was held in September, 1926.

There was still further improvement, on the whole, in the matter of attendance. Collections were better, and there has been amelioration in the finances of some boards. Public services generally, lighting—specially by electric power—drainage and water supply show signs of development.

There is, however, a darker side. New additions to the law, as incorporated in sections 47-A and 48(2) of the Act, empower a majority consisting of one-half of the members of a board to compel their chairman to resign. These additions, in consequence, tend to increase the spirit of faction in boards and have removed the last vestiges of independence that still lingered in the office of chairman. At Nawabganj the chairman changed four times during the year. Though the number of meetings declined from 2,035 to 1,929, the number of abortive and postponed meetings underwent little variation. Some board failed to observe a reasonable proportion in allotting expenditure to various services. Ghazipur spent 31 per cent. of its income on education, but stopped its contribution to the child welfare centre. At Bahraich an extravagant board economized by abolishing the post of sanitary inspector.

Income.

122. The total income fell from Rs. 155·43 lakhs to Rs. 153·45 lakhs of which Government contributed a sum of Rs. 9·9 lakhs as compared with Rs. 13·08 lakhs in the previous year. The income derived from sources other than taxation increased by Rs. 17,822 to Rs. 35·04 lakhs.

(a) From taxation.

The total receipts from taxation show a slight increase of Rs. 1·77 lakhs to Rs. 103·57 lakhs. All but three items of taxation gave an increased revenue; the rise in octroi was a little less than a lakh, and in terminal tax a little over Rs. 54,000. Receipts from the pilgrim tax fell by Rs. 71,244, partly because last year in some places, e.g., Allahabad, receipts were swollen

owing to the coincidence of several festivals on the same day, while this year the Kumbh fair at Hardwar inevitably diverted from other places their usual clientele, and partly because evasions have increased. Terminal toll yielded Rs. 5,556 less than last year because of the heavier depression in trade. The tax on circumstances and property produced Rs. 2·73 lakhs, or Rs. 6,366 less than in 1925 26.

(b) From other sources.

Realizations under special Acts marked a decline of over Rs. 10,000 to Rs. 2·46 lakhs, for which the fall in the income from pounds is chiefly responsible. Tax from hackney carriages was almost the same as last year except for an insignificant adverse variation of Rs. 300. The sale of water yielded an increase of Rs. 67,636, giving a total of Rs. 7·16 lakhs. The income from fairs declined by the alarming amount of Rs. 1·15 lakhs to Rs. 76,548. Fines under Municipal and other Acts yielded Rs. 1·5 lakhs, or a little over Rs. 15,000 more than last year. Rents of lands and houses declined from Rs. 8·37 lakhs to Rs. 8·13 lakhs, and the income from sale-proceeds of lands and produce fell from Rs. 2·39 lakhs to Rs. 2·22 lakhs. Revenue from markets and slaughter houses yielded Rs. 34,783 less than last year.

Expenditure.

123. The total expenditure, excluding Debt heads, rose from Rs. 154·03 lakhs to Rs. 164·72 lakhs. Of all the major heads into which expenditure is divided only two show a decline as compared with the figures of the previous year. The expenditure on public health and convenience fell by Rs. 38,945 to Rs. 89·52 lakhs, while contributions for general purposes decreased from Rs. 4·16 lakhs to Rs. 3·73 lakhs. The charges for general administration and collection rose from Rs. 16·82 to Rs. 17·59 lakhs, those of measures dealing with public safety from Rs. 11·79 lakhs to Rs. 20·70 lakhs, those of education from Rs. 15·19 lakhs to Rs. 15·84 lakhs and of miscellaneous from Rs. 16·16 lakhs to Rs. 17·45 lakhs. Some variations in minor items are interesting. The expenditure on lighting increased from Rs. 10·88 lakhs to Rs. 20·21 lakhs, while the capital outlay on water supply rose from Rs. 6·77 to Rs. 12·04 lakhs, though the recurring charges on the actual supply of water fell by Rs. 45,496 to Rs. 13·17 lakhs. The satisfactory state of progress that these figures indicate is Counterbalanced by a certain retrogression in other vital services. Thus, the capital outlay on drainage declined by nearly 47 per cent. to Rs. 3·84 lakhs, while the expenditure

on the maintenance of the existing system declined by about Rs. 11,000 to Rs. 2·85 lakhs.

It is scarcely satisfactory to find that conservancy expenditure, that is on cleaning roads and latrines, decreased by Rs. 42,000 to Rs. 24·22 lakhs.

The condition of debt heads and assets was disappointing. Investments in securities and savings bank decreased from Rs. 5·92 lakhs to Rs. 3·20 lakhs, while the payment of loans also was Rs. 40,000 short of the amount repaid last year.

Financial position.

124. The total expenditure exceeded the total income by Rs. 11·27 lakhs. Loans during the year increased from Rs. 7·60 lakhs to Rs. 17·83 lakhs, and the invested funds decreased from Rs. 27·60 to Rs. 24·98 lakhs. Several municipalities made bad collections, and audit notes were unfavourable.

Some boards showed a complete disregard of a sense of responsiblity. At Bisalpur members of the board were not assessed at all to some taxes, while the municipal board of Ujhani remitted all tax on employees of the Prem Weaving Mills. The finances of some boards are far from satisfactory. Agra and Muttra will have some difficulty in putting their finances on a sound footing. Fatehpur and Tanda are in a precarious position. Fyzabad is almost insolvent.

One of the satisfactory features of the year, however, was that the closing balance increased from Rs. 39·33 lakhs to Rs. 42·29 lakhs.

Municipal services: Roads.

125. The expenditure on roads decreased from Rs. 17·69 lakhs to Rs. 15·07 lakhs. The decrease was shared by most of the divisions. Lucknow, Allahabad and Cawnpore are actually asphalting their roads, and Agra, as reported last year, has applied for a grant for its programme of road construction. Kashipur is making a concrete road. Reports from Rohilkhand and Benares are specially eloquent in describing the shortcomings of the roads in these divisions. Even those boards who are taking steps to improve their communications will have to bear in mind that their roads have to provide for a traffic the volume of which is increasing and the character of which is changing every day, and that it is more economical to get a good road with a large initial outlay than to have to repair a bad one constantly.

Water supply.

126. The number of towns which enjoy pipe water increased from thirteen to fourteen. Several places were trying to improve

water works which were actually working. The tube well sunk at Allahabad for the supply of water for the Magh fair was specially useful. The water of the Baldi springs at Dehra Dun is hard and steps were being taken to soften it. Proposals for new water supply in Bahraich, Bindhachal, Ghaziabad, Hathras and Hapur were under consideration, while those in Aligarh were postponed only for more pressing work.

Light.

127. The supply of electric light was under municipal management in four places—Dehra Dun, Hardwar, Mussoorie and Naini Tal; while it was under the management of private companies in Agra, Allahabad, Cawnpore, Lucknow and Saharanpur.

Licences were issued, or were being considered, for eleven other towns, in five of which, Aligarh, Muttra, Gorakhpur, Benares and Bareilly, it was hoped that electric light would be working by the end of 1927. In other places street lighting by oil continued. And though the expenditure increased it must be confessed that in most localities lighting arrangements were far from satisfactory.

Vital statistics.

128. The provincial death rate of municipalities rose from 36·12 per mille of population to 41·58. The birth rate per mille of population exceeded the death rate by 3·66. There were no epidemics except in a few places such as Naini Tal, where smallpox broke out in the bazar, or like Shahabad, where there was an outbreak of plague. The year was generally healthy. Maternity and Child Welfare received greater attention. Mussoorie employed a lady doctor to train indigenous dais, and other places gave free licences to qualified dais. The provincial rate of infantile mortality in municipalities increased from 253·71 to 278·29.

Education.

129. It has been noted already that expenditure on education has risen, practically all the municipalities having shared in the increase. By the end of 1927 thirty municipalities had introduced, either in whole or in part of their territory, compulsory primary education.

Compulsion has not been an entire success. The boards have in many instances yet to learn how most effectively to use the machinery of compulsion. But enrolment has increased, and the prospects of ultimate real success are not discouraging.

For further information on municipal services, vital statistics and education, see chapters IV, VI and VII.

CHAPTER IV.—PRODUCTION AND DISTRIBUTION.

20. Agricultural produce.

(*See Season and Crop report for the Fasli year* 1334 *ending June* 30, 1927, *and also tables* 165 *to* 167-*A and* 293 *to* 296 *of the Statistical Abstract for British India, fifth issue,* 1927.)

Character of the season.

130. Except for some slight showers in the third week, the month of June was practically rainless; and, apart from the places which enjoyed facilities for irrigation, agricultural operations were retarded. The monsoon was partly active during July and August, though there were variations in its intensity; as a result of which, in the case of Bundelkhand divisions, the deficit in one month accompanied the excess of rainfall in the other; while the province of Oudh as a whole and the Agra division received more, and various districts, such as Bulandshahr and Jhansi, less than their normal share. In consequence *juar* and cotton suffered from a surfeit and rice from a deficit of water. In September rainfall, as a whole, was both general and moderate, though variations again occurred, which gave the Bundelkhand and Agra divisions more and the Rohilkhand and Meerut divisions less than the normal supply. The season, however, on the whole, was favourable for *kharif* crops in the province.

From October till the end of January, except for stray showers which however were heavy enough to cause an excess of rain in Bundelkhand and Kumaun, there was a general drought in most of the province. But in February an evenly distributed rainfall gave a long needed relief to the standing crops everywhere except in Bundelkhand. March again was rainless, except for a short period in the middle, when, however, the rainfall was sufficient to have some beneficial effect in the districts of Dehra Dun and Bijnor and the division of Rohilkhand, Benares and Meerut (in parts). April was generally dry with the result that there was no obstacle to harvesting and threshing operations.

Cultivated area.

131. As compared with last year the total cultivated area improved by 3 per cent. to 34,283,218 acres, but it was still

2·2 per cent. below normal. The districts of Benares, Hamirpur, Azamgarh, Jalaun, Gorakhpur and Basti show a substantial increase on the normal area under cultivation, the rise in Benares being as much as 11·5 per cent. Muttra and Agra recovered most of the ground which they had lost in this respect, while Naini Tal continued to improve. In some places the area decreased, specially in the Jhansi division which lost no less than 74,552 acres. Too much, however, must not be read in to these figures, for fluctuations are largely determined by the nature of the rains.

The area under *kharif* crops continued to rise; and the total of 1926, 21,858,588 acres, shows an improvement of 4·3 per cent. on that of 1925, but it shows a negative difference of 5·7 per cent. on the normal area. All the districts except Fatehpur and Ballia and some of the Gorakhpnr division shared in the increase. Deficient rainfall was responsible for the contraction of rice area by 66,000 acres; and, as a result of the rains being late, the area of cotton sowing declined by two lakhs of acres. Indigo, after a slight revival during the War, has fallen again into disfavour. Among smaller millets the hard indigestible *mandua* used chiefly by the poorer classes of people is being replaced by *kodon*, the area under the former being less than half of what it used to be. In other ways the *kharif* crops were good. The area under sugarcane and hemp increased, the latter showing a rise of 240 per cent. on the normal.

The *rabi* area continued to decrease and shows a decline of 5·9 per cent. All the districts save Muttra, which shows an improvement of 32·6 per cent., shared in the decrease, the decline being most marked in Jhansi, Pilibhit and Kheri.

The area under hot weather crops also shows a decline of 7·2 per cent. on the total for 1925, due chiefly to the shortage of winter rains. The double cropped area declined by 5·7 per cent. on the last year's figure and by 17·9 per cent. on the total of normal years.

Insufficient rains naturally helped to increase the dryness of the soil with the result that the areas under practically all the principal crops—except those under linseed and rapeseed—declined. The area under potatoes, though still almost double that of a normal year, shows a slight decrease.

132. Taking 100 as the outturn of a normal year both in point of the area sown and the produce that it yielded, *bajra* rose from 70 to 95, and the rise in other crops varied within ten points, between 75 and 85, except that sugarcane and barley remained at 90 and 85 respectively, while gram declined from 85 to 80. Yield of crops.

133. Prices on the whole had a downward tendency. Except in the case of wheat and barley, November, 1926 marks the lowest point that the curve of prices touched. *Juar*, maize and common rice had fallen from 8, 8·5 and 4·62 seers to the rupee respectively, where they had been in June 1926, to 11, 11·5 and 5·75 respectively in November. Wheat fluctuated between 6·25 to 7·75 seers to the rupee, barley between 8·75 and 10 seers, and gram between 8·5 and 9·5 seers. In every case, except gram, the year closed with prices that were considerably lower than those which prevailed at the beginning. The prices of barley and rice seemed to be stationary at the end, i.e. June 1927, at 10 and 4·75 seers respectively, while those of wheat and gram, as they stood at 7·37 and 8·62 seers respectively, seemed to be on the upward trend. Prices.

21. Irrigation.

(*See the Irrigation Administration Report for the year ending March* 31, 1927 ; *the Season and Crop Report for the year ending June* 30, 1927 ; *and tables* 166, 291 *and* 292 *of the Statistical Abstract for British India, fifth issue*, 1927.)

134. New constructions continued to increase the artificial sources of irrigation. Over fourteen thousand new masonry wells were sunk, and the total number actually in use increased from 565,875 to 578,457. Work went on apace in the construction of new canal channels and new tanks, e.g. in Bundelkhand, and in the repairing of the damage which the floods of 1924 had caused. With the completion of the Sarda canal, the construction of which reached its penultimate stage during the year, the canal system of the province will receive its most notable addition. Sources of irrigation.

135. A late monsoon followed by a droughty winter caused a further rise in the net irrigated area, which increased by 5·7 per cent. from 10,225,663, to 10,808,165 acres. The areas irrigated from canals, wells and reservoirs rose by 6·6, 8·2 and 3.8 per cent. respectively to 2,989,516, 5,378,818 and 70,251 acres respectively. Total irrigation of the year.

Canals: supply and demand.

136. During *kharif* the demand for canal water varied from eight to twelve annas till, in May, it reached its maximum which continued up to the arrival of the monsoon. Supplies were generally sufficient to meet the demand, except in the Agra canal. In Bundelkhand supplies were ample, except that the damage caused by the floods of August and September to the Pahuj and Pahari reservoirs was responsible for shortage of water in the canals which they serve. During *rabi* the demand on canals was slack till November; but in consequence of the scanty winter rains from that month till February the demand was at its highest. In Bundelkhand the resources of canals were specially taxed, as the Pahuj canal had to be totally and the Dhasan canal partly inactive.

There was an increase in the irrigated area of most of the crops. The area under sugarcane was 376,439, only about 7,500 acres less than the record figures of 1918-19. Of the total area irrigated by canals 41 per cent. was under *kharif* crops and 59 per cent. under *rabi* crops.

Value of irrigated crops.

137. The estimated value of crops raised on the area irrigated from State canals was Rs. 19·55 lakhs as compared with Rs. 18·80 lakhs in 1925-26.

Financial results.

138. The gross revenue from canals rose from Rs. 137·58 lakhs to Rs. 162·89 lakhs, and the net revenue from Rs. 81 lakhs to Rs. 97·39 lakhs. The occupier's rate per acre worked out at Rs. 4·33 or 0·01 less than in the previous year.

Return on capital outlay.

139. On productive works the net revenue rose from Rs. 82·75 lakhs to Rs. 101·33 lakhs which, after deducting the interest charges, represents a return of 2·29 per cent., as compared with 1·72 per cent. of 1925-26, on the capital outlay. This outlay includes a sum of Rs. 565·82 lakhs spent on the Sarda canal up to March 31, 1927, but which at present earns no revenue. The loss on unproductive works increased from Rs. 1·74 lakhs to Rs. 3·94 lakhs owing largely to the heavy additions that were made to the working expenses in repairing the damage caused to the Pahuj and Pahari reservoirs in Bundelkhand. Including interest charges the net loss during the year rose from Rs. 11·94 lakhs to Rs. 14·56 lakhs, which gives a loss of 4·84 per cent. against 4.02 in 1925-26 on the capital outlay.

New capital outlay.

140. During the year the total outlay, direct and indirect, on works under the Irrigation Department, increased from Rs. 1,829·82 lakhs to Rs. 1,969·15 lakhs. Most of the Rs. 135·84

lakhs spent on productive works was absorbed by the Sarda canal (Rs. 127 lakhs) which is nearing completion; headworks have progressed to the extent of the barrage having been finished up to the seventeenth bay, and work on ten further bays was proceeding; most of the main canal works were completed; and a large majority of branch canals and distributaries were ready. The important work done on other canals includes the construction of a reinforced concrete bridge across the Hardwar dam channel; works of restoration carried out on the Dun canals, e.g. the reconstructions of the old works and the head reach of the Kata Pathar canal and the repairs made in the Rajpur feeder; and the improvements that were being made in the Kichcha and Dhora dams. The expenditure on unproductive works amounted to Rs. 3·49 lakhs. The most important works consisted of the construction of some official buildings along the Ken canal; the making of a bund on the Jaiwanti tank and the improving of its dependent distributaries, and the making of sluices in the bund of the Aunjhar tank.

Navigation.

141. The receipts from navigation on the Ganges canals declined from Rs. 9,687 to Rs. 9,157, because rafts could not proceed beyond the Dudhia bund on account of the temporary bridges that were being constructed for the Kumbh mela. On the other hand, in consequence of the navigation establishment being reorganized, the total expenditure fell by more than half to Rs. 5,113. The net result was that, instead of there being a deficit as in 1925-26, the year closed with a net profit of Rs. 4,044. The total registered cargo carried was 38,444 tons, valued at Rs. 2·80 lakhs as compared with 42,114 tons worth Rs. 6·11 lakhs last year.

Administrative changes of territory.

142. There was an exchange of sub-divisional territory between the Northern division, Ganges canal, and the Eastern Jumna canal. In place of the four sub-divisions that were abolished as no longer necessary, one sub-division was added to each of the VII, X and XI Sarda divisions, while III and VIII Sarda divisions were amalgamated into one; and the Dhasan canal division acquired another but a temporary sub-division in order to deal with the work going on on the Pahari and Lachura dams. The Northern division, Ganges canal, was similarly strengthened in connexion with the Bahadurabad hydro-electric scheme. A number of minor territorial adjustments were also carried out.

22. Agricultural development.

(See the reports of the Department of Agriculture for the year ending June 30, 1927 and of the Civil Veterinary Department for the year ending, March 31, 1927.)

General.

143. The year 1927 marks an important stage in the history of agriculture in the United Provinces. The year opened with the visit of the Royal Commission to this province in connexion with the grand inquest which it is making of Indian agriculture. In June the moving of a resolution by the Raja of Jaunpur proved the occasion of a comprehensive review of the efforts that Government have made, by research, experiment and demonstrations to help, stimulate and improve husbandry; and the state of things which it disclosed is indicative of the vast expansion that the department has undergone. The scope of the department was summarized in the last year's report. Here developments may briefly be noted.

Farms: (a) Aided.

144. In the last four years the number of private farms which employ modern methods of production under departmental supervision has been more than doubled; and between 1925-26 the grants-in-aid given by Government have amounted to Rs. 1·21 lakhs, the amount of annual assistance having progressively increased from Rs. 26,000 to Rs. 63,000. A twofold idea underlies this subsidy: to make the State aided farms the dépôt both for producing improved seed and for distributing it to cultivators, and to transfer to these farms the work of demonstration at present carried out on Government farms, which should be left absolutely free for undertaking work of a purely experimental nature.

Something has already been done towards attaining this object. During the year under review the State aided farms, apart from producing the stipulated 44,725 maunds of seed, of which 38,275 maunds are wheat, were to demonstrate and sell improved implements, to investigate the possibilities of tractor cultivation and to undertake measures for controlling sugarcane diseases.

In any case State aided private farms serve as centres of propaganda for improved husbandry; and on them the attention of the countryside is gradually but inevitably focussed, at first from curiosity and then from a desire to imitate.

(b) Departmental: (1) Research.

145. The net loss of Rs. 7,838 on the three research farms—the Raya cotton farm in the Muttra district, the botanical farm at Cawnpore and the potato farm at Farrukhabad—was almost treble the deficit of 1925-26. This was due to the extension of research work and to the fact that at Cawnpore some twenty acres of land formerly growing high priced crops were utilized for investigating the possibility of improving *sanai*, linseed, *juar* and *bajra*.

Research was continued into the possibilities of improving rice, wheat, barley and potatoes. And the department devoted its attention to devising means for the destruction of locusts by the study of their habits and the circumstances of their generation. Research was also continued into the methods of eliminating pink boll-worm, and promised satisfactory results.

(2) Experimental.

146. There are six experimental farms—at Aligarh, Muzaffarnagar, Shahjahanpur, Cawnpore, Partabgarh and Gorakhpur. In the very nature of things, their work has largely to be unproductive. Considering, therefore, the decline in prices and the wider range of the experimental work which was undertaken on the farms, it is remarkable that there was a net profit of Rs. 4,583 or only Rs. 1,104 less than last year. This decrease is more than accounted for by the loss on two farms that were carrying out experiments on cotton, which involves greater expenditure than most other crops. Experiments were being made on Cawnpore 402 cotton to test whether it was sufficiently hardy to overcome the difficulties of the climate to make it commercially profitable.

(3) Instructional.

147. The instructional estate of the Agricultural College, Cawnpore, showed an improvement on last year's working, but still carried a loss of Rs. 16,526. This was, however, inevitable, considering that the work of development which is done on farms for the first five years of their existence is necessarily unproductive. Improvement, however, has been effected; and receipts are expected to show a steady rise in the future.

(4) Demonstration.

148. The policy of Government, first formulated in 1921, to eliminate demonstration farms that did not work on a commercial basis, was continued. In consequence, as compared with last year, seed and demonstration farms decreased by one to sixteen and demonstration plots increased by two to nine.

Allowing for the restoration of the sullage farm, Lucknow, to the municipal board, the net profit for these improved by Rs. 1,734. Of the 25 farms and plots ten show a deterioration and seven an improvement on the figures of the previous year. In some cases the decline could have been avoided, but in others owing to the fall in the prices of produce it was inevitable. The farms and plots, as a whole, maintained a high standard of work, and give promise of better results next year.

Assistance to agriculturists: (1) Financial.

149. The elasticity of Acts XIX and XII permits the grant of taqavi for a variety of purposes connected with agricultural improvement—including the construction of permanent wells and the purchase of cattle and power machinery. During the year under review a sum of over three lakhs was granted as taqavi on the recommendation of departmental officers; and, as usual, a further sum of Rs. 3·2 lakhs was advanced for the purchase of seed and implements which do not come under the taqavi rules.

(2) Irrigational.

150. The output of tube wells which the department constructed was practically the same as last year, 65, of which 24 were fitted with power machinery for pumping water, and 91 tube wells were under construction. The boring staff made 1,017 borings with 74·6 per cent. success, as compared with 673 borings with 75·7 per cent. success in 1926; and the cost incurred by Government of boring per foot was reduced almost to half.

(3) Miscellaneous.

151. The installation of machinery such as sugarcane, flour and oil mills in rural areas for working up raw material was a new and important development. Seventeen schemes were completed, of which twelve were sugarcane mills for making "rab."

Over 600 more implements were distributed than in 1926, the total being 9,687. And, unlike the case of seeds of which the department has a monopoly, these figures do not give the exact measure of advance, for many firms sell implements direct to the purchaser.

The number of seed stores during the last twelve months increased from 127 to 148, and the amount of seeds distributed was 226,687 maunds, which was more than double the amount of the previous year, and quadruple of the figures of 1924.

As compared with the 9,050 maunds of last year, 12,668 maunds of concentrated manure were sold, of which no less than 1,537 maunds were sulphate of ammonia. And the methods and the possibilities of artificial fertilizers were under investigation.

American tobacco at the Partabgarh Experimental Station.

Finally, the department carried out demonstrations with improved crops, manure and implements on 122,125 acres of land belonging to the cultivators themselves.

Some developments.

152. The total extra profit derived from the introduction of better sugarcane in this province was estimated last year as well above one crore of rupees. For example, on the total recorded area under sugarcane in Hardoi, Shahjahanpur and Mohamdi, taking as basis for calculation ten parts "rab" for 100 cane at a price of Rs. 5 per imperial maund, the Java cane gave a yield of 600 maunds of cane per acre with a total value of Rs. 116·83 lakhs, as compared with the yield of indigenous cane of 345 maunds per acre with a total value of Rs. 67·18 lakhs.

In order to eradicate *kans* (saccharum spontuneun) which does great damage to crops in Bundelkhand, a special plough was devised which, at a cost of Rs. 5 per acre, will loosen the roots of this grass for the sun to complete the work of destroying it.

The Indian Leaf Tobacco Development Company has taken up the cultivation and curing of American tobacco, the demand for which is enormous, for manufacturing purposes. In all circles experiments were going on in the cultivation and curing of this tobacco.

With the steady demand from Europe and Japan the position of cotton producing tracts is bound to improve. The department takes credit for two types of cotton that it has introduced: Aligarh 19 cotton, the area under which is steadily increasing, is estimated, over a period of five years, to give a yield twenty per cent. higher than that given by the usual type grown in the western circle; and Cawnpore 1031, with a staple length of $\frac{7}{8}$ inch, is another higher yielding short staple cotton and can be spun into counts up to 10's.

Agricultural education.

153. The present system of agricultural education aims at imparting four types or rather degrees of instruction: (1) the agricultural instruction given to boys in middle vernacular schools under the Department of Education; (2) vocational training in agriculture given at Bulandshahr for those who wish to adopt husbandry as a profession; (3) the training of experts by giving agricultural education of the university standard at Cawnpore, and by granting scholarships for foreign study to students wishing to conduct post-graduate research; and (4) short practical courses in special branches of agriculture.

Since 1924 when the training class for teachers at the Bulandshahr school was started, it has passed out 21 teachers, and thirteen were under instruction. School farms were opened in nine districts; in eleven others (one in the Benares State) they were under completion; and ten more were contemplated in various districts. The number of students has progressively increased from 48 to 86; and the school is well worth the expenditure which it involves. The demand, specially from the western districts, for admission is so great that, owing to the paucity of accommodation at Bulandshahr, one new school at Gorakhpur has been sanctioned and another at Fyzabad is proposed. And Government gave financial assistance to two vocational schools maintained by non-official bodies.

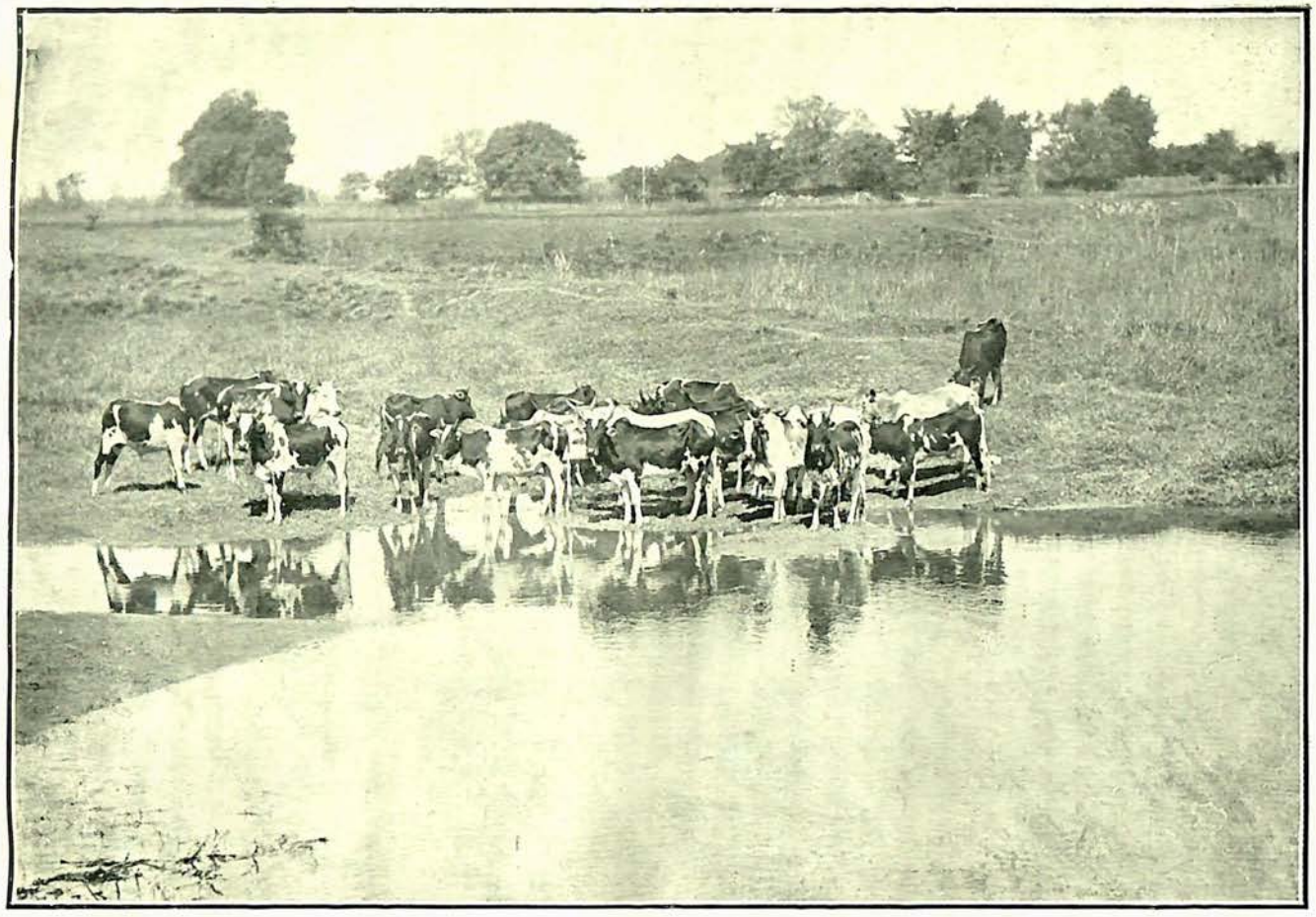
At the Agricultural College, Cawnpore, there were 115 students receiving instruction in the various stages of the diploma course which lasts for four years; and 46 students were taking the vernacular school course. The work of the college is divided into the agricultural, botanical, chemical, entomological and plant pathological sections. An interesting development of the work of the college is the holding of a class during the autumn vacation for the staff of the Co-operative Department. This will bring them into closer touch with conditions prevailing in the sphere of agriculture.

Of the two students selected in 1927 for post-graduate study abroad one was receiving instructions at the South-eastern Agricultural College, Wye, for a degree of the London University in Agriculture, and the other was taking the degree course of the Reading University.

Agricultural livestock: (a) Cattle breeding.

154. The main activities of the Cattle-breeding section of the department are threefold: the breeding of cattle, the raising of fodder and the supply and distribution of milk. The centres of this triple activity are the two cattle farms, at Madhurikund and at Manjhra.

During the year the Madhurikund farm maintained 517 head of cattle, and issued 196 bulls, or considerably more than double the number distributed last year. They consisted of Hissar, Kosi, and Sahiwal cattle, Murrah buffaloes and cross-bred animals. The year under review marks a change in the breeding policy of the farms. Till 1926 the Hissar herd was bred solely for the reproduction of an improved draught animal; it will now also be bred for the purpose of increasing its milking capacity.



A batch of young bulls of Ponwar breed, Manjhra Farm, Kheri.

And in course of time it is hoped that the new type will combine both improvements. The Murrah buffaloes will be bred purely on the basis of milk production.

The Manjhra farm maintains the Ponwar and Kherigarh types in addition to the breeds mentioned above, the total number of cattle being 383, which was twice as much as it was in 1923. One of the most important items of the work which this farm performed was to test, under submontane conditions, the relative economic value of the Sahiwal cattle and Murrah buffaloes as milk producing animals. And it says much for the excellence of the spade work which has been done that the difficulty which had been experienced of rearing buffalo calves to maturity in this region seems to have been successfully overcome. The experiment of a systematic feeding of mineral salts to young stock seems to show that the reason why some breeds do not flourish under *tarai* conditions lies more in the manner of their feeding than in the climatic conditions. Sixty-six bulls of the Khairigarh, Ponwar, Kosi and Sahiwal breeds were issued from this farm.

The number of bulls at stud in the two farms, after allowing for the 262 bulls that were issued, was 597 against 246 in 1922.

The impetus which controlled breeding received, as a result of improvements effected in the type of Government bulls, was shown by the fact that despite the premium of one-third value and costs put on the loan of a bull, the number at Muttra was doubled, and that at Etawah was trebled, as compared with the figures of 1925. And the increase in indents from private breeders for bulls shows that this improvement will be maintained.

Cattle exhibitions which are a comparatively new feature of the department's activities, while encouraging competition among villages for improving their animals, focussed the attention of the country on the superior qualities of Government cattle, which will be required in increasing numbers, as time goes on, to develop the stock of the province.

155. The fodder produced on both the farms amounted to nearly 70,000 maunds of silage and 5,000 maunds of dry *chari*, while 21,000 maunds of green fodder was fed to the cattle direct. **Fodder.**

156. The Agra milk collecting scheme continued to work satisfactorily. The promoter of the scheme received a further grant to organize a dairy at Lalkua for supplying Naini Tal **Marketing of milk.**

and Bareilly with milk. In mountainous and *tarai* tracts milk has to be sold at a very low margin of profit; and if satisfactory measures were devised for transporting it to urban areas, where the demand is large, the expansion of dairy farming would be full of promise. At Hathras both the supply of milk and the market for it continued to be good; but the distribution of milk was neither so well organized nor so profitable as at Agra.

(b) Poultry.

157. The United Provinces Poultry Association continued to do good work throughout the year in breeding pedigree stock both for sale and for carrying out propaganda in the province. Poultry shows, specially the one at Etah, have now become a regular feature of poultry breeding activity. At the Association's farm, Lucknow, poultry breeding has been combined with the planting of fruit trees for the twofold purpose of demonstrating the beneficial effect that each operation has on the other, and for increasing the profits of that establishment. The Badshahbagh research station continued to make satisfactory progress in conducting research into various diseases of fowls.

(c) Horse breeding.

158. Allowing for one casualty suffered during the year, new purchases raised the number of stallions at stud from 51 to 60, of whom 54 were employed in covering 2,120 mares. But for the fact that, as a precautionary measure covering operations had to be stopped during the period when surra broke out, the improvement would have been more marked.

Disease among livestock.

159. During the year under review the reported total of animal mortality from contagious diseases declined by nearly 10,000 to 30,789.

Rinderpest was again responsible for taking the heaviest toll of victims—22,110. There was a considerable fall in the incidence of mortality due to other diseases, specially in the case of foot and mouth disease, haemorrhagic septicaemia and anthrax, which declined by 59, 34 and 31 per cent. respectively.

There were only 228 deaths among horses of which surra accounted for 97. These figures showed a gratifying state of equine immunity during the year from epidemics.

Treatment.

160. The total number of inoculations performed against rinderpest, haemorrhagic septicaemia and blackquarter rose from 145,956 to 160,765. The cost of serum rose from Rs. 96,669 to Rs. 1,00,237.

The number of veterinary hospitals and dispensaries rose from 138 to 149, while proposals for adding three more are under consideration. The number of animals treated in these consisted of 7,806 in-patients and 207,451 out-patients, making a total of 215,257. In addition, medicine was supplied for 26,900 animals which were not brought to the hospitals.

The number of castrations made was 2,905 as compared with 2,748 in 1925-26.

161. The total grant for the Department of Agriculture for 1926-27 amounted to Rs. 24·46 lakhs, that is Rs. 4·34 lakhs more than last year. Of this sum only Rs. 23·2 lakhs was spent, and the income of the department amounted to Rs. 3·63 lakhs. The total cost of the Veterinary Department was Rs. 3·5 lakhs. Costs.

162. One of the chief obstacles to the progress of the Veterinary Department is that the permanent staff is inadequate to cope with emergencies that sudden outbreaks of diseases so often create. For instance during the year under report—and that too when epidemics were less virulent than usually—two extra men had to be deputed to Garhwal. Another handicap under which the Department labours is that preventive action is necessarily limited by the shortage of funds. Thus the supply of serum gave out under the strain of demand for inoculations against rinderpest which, had the necessary money been available, might have taken a less heavy toll of victims than it did. Conclusion.

23. Horticulture.

(*See the report on Government gardens for the year ending March* 31, 1927.)

163. It is a logical development of the policy of making horticulture an industry of the province that, amidst the growth of private nurseries, Government gardens are receding from the position, which they so long held, of being the sole agency for producing high class fruit and flowers. Private nurseries learn from Government institutions, which they later rival and then undersell. Nevertheless, in matters of pure research, such as the propagation of reliable fruit trees and plants, the General.

acclimatization and selection of seeds, and investigations into the possibilities of improvements in various stocks and their adaptation to the different soils, Government gardens still perform pioneer work, while private nurseries have neither the experience nor the capital for experiment.

Administration.

164. The Agra hospital grounds passed under the control of the medical authorities. The responsibility assumed by the Imperial Government for the maintenance charges of the historical gardens took effect for the first time during the year. Seven minor gardens at Fyzabad, Benares, Etawah, Ballia, Shahjahanpur, Meerut and Jalaun remained under the control of the various district officers. For the rest, the control of the Director for Agriculture remained as before.

Work of the year.

165. The season was generally favourable, except that, at Saharanpur and Agra, intense summer heat, coupled with a late monsoon and a shortage of canal water, made difficult the protection of commercial stock; and tardy winter rains impeded the work of sowing. The mango crop at Lucknow failed, and at Saharanpur the fruit crop was ruined by heavy hailstorm in March. The results, on the whole, however, were satisfactory. At Chaubattia, though the total fruit crop was 42,149 lbs. less than in the record year of 1925-26, it was 50 per cent. more valuable. At Saharanpur the fruit tree nursery was systematically re-arranged with a view to greater concentration of production; and work was carried out on the introduction and propagation of new fruit trees and ornamental plants, while researches into questions of grafting and the control of fungus, insects and diseases were examined. At Lucknow the work, consisting as it does of nineteen different charges and embracing 521 acres, was satisfactorily performed. From this place seeds of the value of Rs. 2,000 were supplied free to the Education Department for the use of schools and colleges which impart instruction in nature study. Fourteen charges under the Agra control and those in Naini Tal were maintained in excellent condition.

Financial.

166. Including the cost of the deputy director and his staff, but deducting the expenditure of the Government of India on the management of archaeological gardens and their contribution towards the charges for superior supervision and administration, the net cost of the department amounted to Rs. 91,983.

24. Forests.

(See the Report on Forest Administration for the year ending March 31, 1927, and also tables 169 and 170 of the Statistical Abstract for British India, fifth issue, 1927.)

Area.

167. The area of forests under the management of the department declined from 5,228 to 5,210 square miles. For the difference two items are mainly responsible: the transference of twelve square miles of leased forest to the Political Agent for the Simla Hill States, to whom it was politically subordinate; and the disforestation of four square miles in the Kumaun circle in accordance with the recommendation of the Kumaun Forest Grievances Committee. As a matter of fact, in this region all the proposals of this committee save one have been translated into action. The exception relates to the scheme of communalizing forests of class I in order to save them from the improvident destruction to which an absence of management and the failure of the villagers to realize their real value and importance are subjecting them. Government are examining that proposal, and deputed an officer to Madras to study how the system is worked in that Presidency.

Management: Working plans.

168. The Forest Department has now nearly completed its preparation of scientific working plans for the whole of its forests. Till they were prepared the department could not know accurately the full resources of the forests, and had therefore to leave an unnecessarily large margin of safety in its felling programme. Surplus stocks, therefore, accumulated, the extraction of which continued during the year, inflating the revenue above the normal. The process has now nearly spent itself, and a fall in revenue is likely in future years. The new working plans have introduced a more scientific system which provides for the maximum annual yield consistent with the progress made in replacing the trees felled by regeneration, either natural or artificial. Every plan is to undergo revision every ten years in the light of new knowledge and changing circumstances. Revised working plans were completed for an area of 710 square miles, and plans for another 741 square miles were being recast. It says much for the up-to-date state of the work that only the plan for the Garhwal division requires immediate attention.

Silviculture.

169. Frost, wild animals, the sal borer and fire are the greatest enemies of the sal crops, from which the bulk of the

revenue is derived. Against frost there is no remedy, but methods of control were in operation against the sal borer and fire, and were under consideration as regards wild animals. Fire, however, in suitable circumstances, can be an aid to regeneration, as is shown by the plentiful young crops in the sal forests of Nepal, where fires are fairly frequent. Light too, though ordinarily beneficial, can have the opposite effects owing to the growth of weeds, which it encourages. Measures, however, based on these data were being taken to stimulate sal regeneration. Sowing sal is uneconomic and has been abandoned. Regeneration of pines causes no trouble, except that they have to be protected from fires and cattle, but the natural regeneration of deodar is causing anxiety.

Where, however, natural regeneration fails, artificial means have to be adopted. The problem of sal regeneration seems to have been solved in the Gorakhpur division, where success attended experiments in the "taungya" method which consists in the sowing of sal in lines in combination with field crops. In the afforestation division in areas unpropitious for babul khair is being sown. Further progress was made in afforestation; and the tending of growing stocks—such as the thinning and clearing of dense areas, the girdling of useless trees and the coppicing, after providing for light, of the stems that have been suppressed by shade—is doing the work of replenishing forests which nature by itself is unable to accomplish.

Protection: (a) From natural causes.

170. The intensity of the sal borer epidemic, which kills trees of all sizes and greatly diminishes the value of timber, dates back to the last decade. In Sainkot forests the measures adopted against it were successful and the number of trees which this insect attacked fell from 1,190 to 127. The isolation, too, by a protective belt, of infected areas, which are too inaccessible or too difficult for an economic cure, is effective.

(b) From fire.

171. The most dangerous period for fires is from April to June. The total area over which measures were taken against fires increased from 3,196 square miles to 3,221. But the number of fires and the area ravaged were greater than in the previous year, while the cost of protection per square mile increased from Rs. 30 to Rs. 31, the total cost being Rs. 1,00,600, or Rs. 5,000 more than in 1925-26. It should, however, be noted that the area shown as protected

includes areas burnt departmentally, largely as a measure of prevention, but partly also, as in the case of sal, as a definite means of aiding regeneration.

(c) From crime.

172. The number of cases reported of breaches of forest rules was 4,895 as compared with 4,587 last year. The number of cases decided in court was 147, in 20 per cent. of which orders of acquittal were passed; and the number of cases in which forest authorities allowed composition was 4,372. These cases produced a salutary effect.

Communications: (a) Roads and bridges.

173. Expenditure on new works under the head of roads and bridges increased by over Rs. 10,000 to Rs. 41,698, while the outlay on repairs fell from Rs. 1·37 lakhs to Rs. 1·31 lakhs. In the Western and Kumaun circles 40 miles of cart road and 73 miles of paths were opened out, and useful work was done in widening the existing paths for mule transport.

(b) Tramways.

174. The surplus revenue for the Nandhaur valley tramline increased from Rs. 41,442 to Rs. 1,48,570; and during the eight years of its life, allowing for all charges, its net yield is expected to work out at 27 per cent. on the capital. The Lachmipur-Chauraha tramline from the Bengal and North-Western Railway into the Gorakhpur division worked well during its first season, and carried 4·57 lakhs cubic feet of timber, while the net profit from the line amounted to Rs. 32,250.

(c) Buildings.

175. Expenditure on new work in connexion with buildings increased by Rs. 71,733 to Rs. 1,26,686; and on repairs it decreased by Rs. 75,180 to Rs. 2,21,345. The works consisted largely of buildings for the staff.

Exploitation.

176. Exploitation of forest wealth consists in the commercial disposal of timber, grass and resin. In places the work of felling and extraction was done by private companies. Thus, in Chakrata division, Messrs. Garg Brothers have the sole management of felling trees and of extracting deodar and pine timber. In the Dehra Dun division they did the same work in two compartments of sal trees; and a point of interest is that there they have utilized a semi-portable mill for sawing wood. The output of resin is determined by the indent of the Rosin Company. For this demand each year a certain number of channels have to be set up to drain the resin secretions. As it is impossible to extract only the exact amount indented for, the company has to accept a quantity in excess, up to 25 per cent.

of its original demand. During the year under report the actual quantity extracted exceeded by 21 per cent. the amount that was required. The fact that the average yield per hundred channels showed an increase of nearly half a maund on the output of 1925, indicates an improvement in the work of tapping trees, which lowered the average cost per maund on delivery by a little over ten per cent. In 1926, 72,700 maunds of resin were delivered to the company. The surplus on the resin crop of 1926 amounted to Rs. 1·28 lakhs against Rs. 55,371 on the crop of 1925.

The total estimated value of produce removed from forests excluding grazing and fodder grass rose from Rs. 59·89 lakhs to Rs. 62·75 lakhs. The value of timber and bamboos removed fell from Rs. 37·15 to Rs. 36·59 lakhs lakhs and from Rs. 1·99 lakhs to Rs. 1·42 lakhs respectively. The value of fuel, resin and minor produce removed rose from Rs. 9·11 lakhs to Rs. 10·13 lakhs, from Rs. 2·98 lakhs to Rs. 4·64 lakhs and from Rs. 8·66 lakhs to Rs. 9·97 lakhs respectively.

Grazing.

177. The percentage of the area open to grazing remained the same as last year, i.e. 58. The total number of animals that grazed at full rates rose by over four thousand to 376,259, but revenue fell slightly to Rs. 1·54 lakhs. Thus the cost of grazing for the year per head of cattle was six and a half annas. In addition to these, however, there were 685,987 animals which were allowed to graze at privileged or no rates at all, and the dues realized amounted to Rs. 13,257, which, calculated on the basis of full rates, would have exceeded three lakhs of rupees.

Financial results.

178. While the net revenue of the department fell from Rs. 52·22 lakhs to Rs. 51·24 lakhs, the expenditure rose from Rs. 25·27 lakhs to Rs. 25·87. The surplus profit thus decreased from Rs. 27·25 lakhs to Rs. 25·37 lakhs.

25. Mines and quarries.

Mines.

179. In the Sona Nadi range the output of gold, though it showed a slight improvement as compared with that of the previous year, continued to be negligible.

Quarries.

180. This year, according to the instructions of the Government of India, the statements of mines to which the Mines Act does not apply exclude many mines that had been included in 1925-26. Comparisons, therefore, of this year's output with the

figures of last year would be useless. So far as they go, however, the figures of 1926-27 show a considerable decline. The output of slates, building stones, ballast stones, limestone, sand and kankar fell to 1,333, 226,503, 152,753, 16,600, 1,723 and 459,475 tons respectively. The decline in sand was due to the fact that its quality was below the standard required by glass factories. In Agra two new quarries of ballast stone were started, while Government opened a new mine in the Banda district.

The Stores Purchase Department bought Indian cement worth more than three lakhs of rupees; and Government gave a scholarship of the annual value of Rs. 840 to the best candidate from this province entering the Dhanbad School of Mines.

26. Industrial output.

(See the Administration Report of the Department of Industries for the period from April 1, 1926, to June 30, 1927, and also tables 299 to 314 of the Statistical Abstract for British India, fifth issue, 1927.)

General.

181. The depression in the industries of the province as a whole deepened a little further during the period under review. The cotton industry fared worst, though at Cawnpore the general excellence of its foundations and of its organization saved it from the severer trials which it had to undergo elsewhere. The tanning industry and the manufacture of leather goods passed through a period of crisis, and the silk industry was threatened by the inrush of artificial material. The competition of cheap shoddy mixtures from abroad bore heavily on the trade in indigenous fabrics of pure wool; and outlets for works of art, e.g. the brasswares of Benares and Moradabad and the chikan work of Lucknow were scarcer than ever. There was however a brighter side to the picture. Under the stimulus of satisfactory cane crops the sugar industry of the province continued to expand; the oil industry, as a whole, had a favourable season; and the trade in matches gave promise of a hopeful future for a nascent industry.

Leading industries: (1) Engineering and hardware.

182. There was some improvement in the engineering and hardware industries. Electric companies for the supply of power in municipalities continued to increase. The lock industry

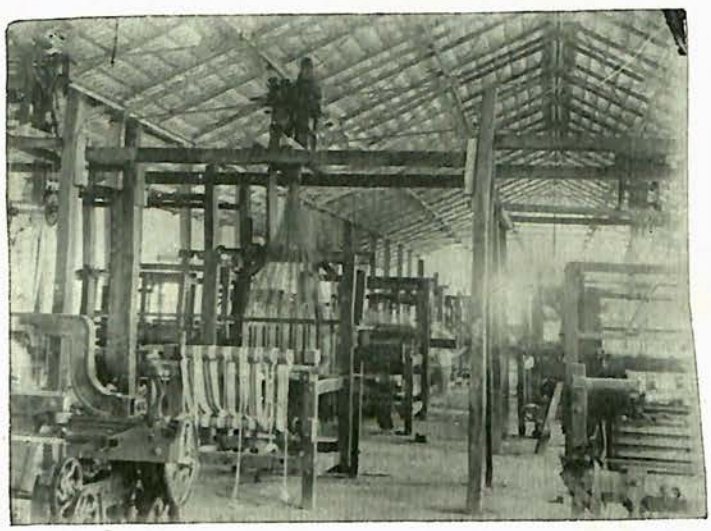
at Aligarh had another successful year, while the manufacture of utensils continued as before. The manufacture of small articles like pad and tower bolts was profitable, especially in the model industries, Dayalbagh, Agra, whose sales rose to Rs. 46,545.

Owing, however, to the lack of capital from which the small landholder suffers, there was slow progress in the manufacture of agricultural implements; and the low prices of foreign cutlery depressed the trade in indigenous articles at Meerut and Hathras. The Gorakhpur technical school is experimenting with the making of complete electric clocks and fans. Government gave a loan of Rs. 7,000 to the brass workers' society in Kheri, which had a turnover of one and a quarter lakhs and repaid Rs. 2,000. Government also purchased from various firms articles worth about half a lakh.

(2) Cotton.

183. The price of raw cotton declined from April to December 1926, and recovered only in the new year. The price of yarn fell in sympathy, though the recovery did not keep pace with the improvement in the price of the raw material. The demand for cloth was slack and low prices prevailed, though towards the close of the year under review they showed some signs of strengthening. The industry, as a whole, had a critical time, though the peculiar advantage which it enjoys in this province saved it from the worst hardships which it suffered in other parts of this country. The fate of the handloom weavers was the worst, for they were most affected by the fall in the price of imported cloth. And it is doubtful if, with a constant contraction in the margin of profit, they can continue in a profession which is ceasing to provide a decent competence.

Government continued to help the industry as far as possible. For the requirements of the departments they bought goods made in the province worth Rs. 2·41 lakhs, while foreign cloth worth only Rs. 1,260 was purchased. To assist the handloom industry more weaving schools were started, and now there are 30 districts with one or more weaving schools. The Textile School rendered useful service to the power factories by training labour. The Department of Industries gave strong support to the representation made by the Bombay mill-owners to the Tariff Board which was appointed to inquire into the causes of depression in the cotton textile industry.



Jacquard looms for fancy and elaborate designs.

184. Silk weaving on power looms is practically confined to Benares. The outturn was about 8½ lakhs of rupees. Handloom silk also did well at Shahjahanpur and other places, but Kashi silk and Mubarakpur satin had an unfavourable season. The presence of artificial silk in the market produces an element of uncertainty in the silk industry. (3) Silk.

But, as there is reason to believe that hitherto the preference for artificial silk has been based essentially on its showy rather than on its intrinsic qualities, it is possible that, with an increased production of home-grown silk and with an improvement in the knowledge and skill of dyeing fast colours, the real article may still prevail over the artificial commodity. Already Government demonstrations in the dyeing of fast colours have pointed the way along which the trade might expand, for the weavers who attended these demonstrations almost doubled their profits.

185. Under the grip of foreign competition the provincial industry in wool had to struggle for life. Shoddy mixtures (of wool and cotton) from the East Indies and Australia are naturally cheaper than the pure stuff produced here. But even pure wool articles from France, Italy and Germany—in the case of the first two because of their depressed exchanges, and in the case of the third because of its low cost of production coupled with an excessively narrow margin of profit which aims at destroying all competition—undersell the products of indigenous manufacture. Curiously enough the handloom industry has better chances of success under such condition than the mills. For, with the mill spun yarn for warp and hand spun yarn for weft, the hand loom weaver can produce blankets which are only slightly coarser and much cheaper than those produced by mills. Government have realized the point, and consequently, in order to suit the requirements and the prices of small capitalists, they have installed an up-to-date spinning plant at the Textile School, Cawnpore, for purposes of demonstration. And as a measure of more immediate help Government made all their purchases in woollen goods worth Rs. 2·13 lakhs from the provincial supply. (4) Wool.

186. The promise of improvement given by the rise in the number of factories for the manufacture of higher grade woodwork was belied by the closing down of the Allied Indian Woodcrafts Company, Bareilly. The Stores Purchase Department, in buying furniture worth Rs. 41,173, still provided a fair amount of work for the firms at Bareilly, but private orders were negligible, and the demand for skilled labour fell. (5) Wood working.

Government, however, redoubled their efforts to revive this industry from the moribund state into which it was sinking. The Government Central Wood-working Institute at Bareilly and the Carpentry School at Allahabad gave invaluable advice on the production of articles and the running of factories. A kiln operators' class was opened at Bareilly, and the institute carried out research and experiments of great importance to the industry. Stocks of shisham were kiln-dried for local firms; the utility of kiln-dried staves of sal was demonstrated for making barrels, and kiln-dried asna was supplied to the Royal Air Force for making aeroplane parts. It was shown that various species of wood, formerly regarded as of no commercial value, if properly treated, could successfully be used in the construction of furniture. For instance, asna wood may profitably replace teak wood for casing and capping and in the making of electric switch boards.

(6) Sugar.

187. A number of circumstances, such as the failure of the cane crop in Java and the decline of output in Cuba and the Mauritius, led to a rise in the prices of sugar. As a result several new sugarcane factories, e.g., one at Saharanpur, another at Hardwar and a third at Cawnpore, were started, while the Aira Sugar Factory, to which a loan of Rs. 1·2 lakhs was given in 1924, began its first operations during the year under review. This province produces a quarter of the total cane crop of the country; and in view of the improvements that have been made in the type of cane grown and in the manufacture of its products, and of the area at present actually under sugarcane, India is quite capable of supplying the 8¼ million tons of refined sugar that it requires, instead of having to spend fifteen crores of rupees in imports. To stimulate further efforts in the achievement of this object Government opened the department of sugar technology at the Harcourt Butler Technological Institute, installed demonstration plant there and granted two scholarships, one for a long term and the other for a short term, to two graduates in order that they might undergo specialized training abroad in the manufacture and analysis of sugar.

(7) Leather.

188. The tanning industry was depressed for most of the year, though towards the close there was a slight recovery in prices. The demand for vegetable and crome leather was not too bad, though sales were effected only by reducing the margin of profit to the barest minimum.

Similar conditions obtained in the footwear trade. For, though it was brisk, the intensity of competition made profits very low. The increasing popularity of motors is crushing out the harness trade.

Government gave considerable help to this industry. The Stores Purchase Department bought goods made in the province to the value of half a lakh. Government sanctioned a tanning school, gave a subsidy of Rs. 3,000 to a past student of the Butler Institute for starting a new tanning factory which turns out leathers hitherto not manufactured by any tannery in this province, and gave a short-term scholarship to another student to study abroad the modern methods of manufacturing leather. Several new leather working schools were opened.

(8) Oil.

189. The prices of mustard seed were high, and in consequence the mills which were equipped with machinery capable of crushing only seeds of the mustard group fared badly. But the briskness that obtained in the trade of mahua and linseed oil did something to redress the balance.

Government installed at the Butler Institute an oil mill of the most up-to-date pattern at an expense of Rs. 43,000 which gives, on an average, a yield of two per cent. above that of any oil mill at Cawnpore. The custom of the local mills alone is enough to cover all the expenses of the new mill which also serves as a model for others to copy. The advice which the Government Oil Expert gave to private mills proved of great value. One mill, as a result, increased its output by 25 per cent., another expected to increase its profits by Rs. 30,000 and a third by Rs. 10,000.

(9) Dyeing and printing.

190. The trade in dyeing and printing was, on the whole, dull. But extensive reorganization was carried out in several places, specially at Cawnpore and Lucknow. At Cawnpore an ex-student of the Government School of Dyeing and Printing started a new factory for laundering and dyeing garments. Government extended facilities for learning improved processes and started a new school at Bulandshahr and sanctioned another for Muttra. At Cawnpore the Government school started a new class for giving advanced training in printing, and it carried out interesting demonstrations in aerograph printing. The activities of the peripatetic school were responsible for training the silk weavers of Benares and Shahjahanpur in new methods of dyeing silks with fast colours. Dyed pagris worth Rs. 70,500 were supplied to the police.

(10) Carpets.

191. The trade in carpets continued to be depressed, though the export trade showed some improvement. The strengthening of the Dominion markets was specially welcome. The Durrie Weavers Society at Agra had a prosperous season. The stabilization of the rupee exchange at 1*s.* 6*d.* hit the industry hard. Government purchased durries and durrie purdahs worth Rs. 26,107.

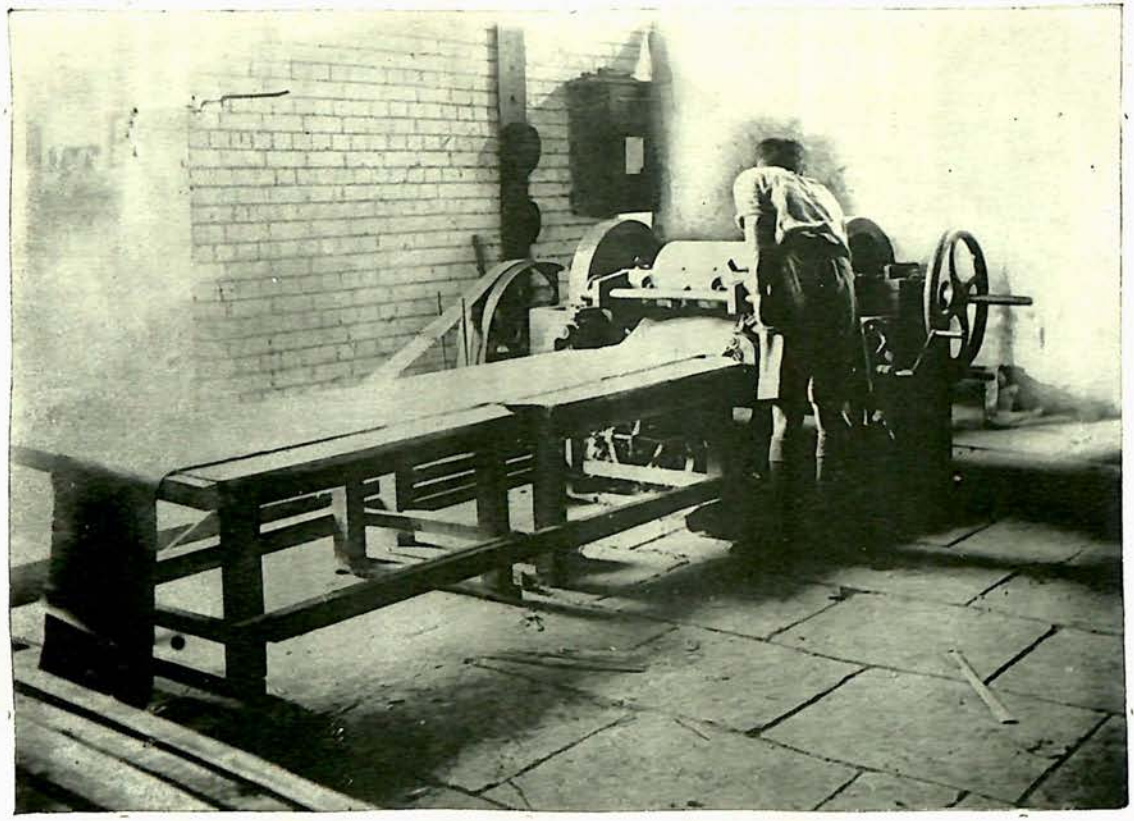
(11) Matches.

192. A new match factory was started at Bareilly with a capital of three lakhs of rupees. A point of interest is that for its use it obtained from the Kumaun forest division wood which was useless for other purposes. Hand driven factories in this province, as a whole, did badly, principally because the cottage industrialist does not command even the small capital required for purchasing a plant for producing matches. But as the experience of Japan and, nearer home, of Calcutta, shows, given the necessary capital, the cottage worker can supply better than factories the demand of rural areas which are interested more in the cheapness of matches than in their qualities of ignition. And, as Government have provided facilities at the Wood-working Institute at Bareilly for the supply of wood suitable for match splints and box veneers, and as the Technological Institute, Cawnpore, is ready to advise on the preparation of chemical solutions, the cottage industrialist has prospects of success.

(12) Artistic industries.

193. There was no perceptible change in the industries of artistic pottery, Benares gold threads, Saharanpur carving and Nagina ebony work, while the trade in Benares brass work and Lucknow chikan continued to decline. The revival of Moradabad art work as a result of the Philadelphia Exhibition was due to an exceptional cause, and can scarcely yet be regarded as a permanent improvement. The manufacturers show a tendency to kill the popularity and reputation of their goods by diminishing the quality of the work. Plain Moradabad brass yielded to the pressure of aluminium articles from the Punjab. Only the industries of terracotta figures and bidar work showed some signs of activity.

Government undertook a variety of steps to improve the situation. The schools at Lucknow, Moradabad, Nagina and Benares are agencies for supplying fresh ideas in design and construction. The Arts and Crafts Emporium provides marketing facilities in India, and the appointment of Messrs. J. Hales Caird and Co. of London, as agents for the sale of the artware



Chopping machine for manufacturing matches installed at the Wood Working Institute, Bareilly.

of the province, is designed to advertise to Europe and America the fact that the artistic craftsmanship of this province, which established its reputation at Wembley, was not the outcome of any special effort, but only represented the general level of achievement.

(13) Chemical and allied industries.

194. The chemical and allied industries have generally deteriorated. It is true that the Hindu University turned out small quantities of toilet soaps of good quality, that the Rosin and Turpentine Co., Bareilly, had a successful year, and that, as a result of Government encouragement, the manufacture of medicinal tinctures has started in the province. But the industry in saltpetre, shellac and soaps generally is in a serious condition of decay. To save the situation Government gave one grant and sanctioned another for improved work in the making of soaps, and awarded a short term foreign scholarship for the study of European methods of production. The manufacture of cheap printing ink is capable of development on a commercial basis, and the Harcourt Butler Institute is engaged in studying the problem of recovering commercial bye-products from the lac dye industry, which may yield valuable results.

(14) Hosiery and knitting industry.

195. The hosiery and knitting industry is being strangled by the competition from China and Japan. Government established a demonstration hosiery plant at the Textile School, Cawnpore. The industry is essentially domestic and dependent almost exclusively on female labour.

(15) Manufacture of scientific instruments.

196. The manufacture of scientific instruments showed signs of progress. In this line of goods the Dayalbagh model industries, Agra, doubled their sales; while the Scientific Instrument Company of Allahabad performed useful work although it was handicapped by the payment of customs duty on articles obtained for its use from abroad. Government bought scientific instruments and chemicals of provincial origin to the value of Rs. 10,000, and gave a grant of Rs. 2,500 for aiding the manufacture of photographic lenses.

27. Industrial development.

(*See the Administration Report of the Department of Industries for the period from April* 1, 1926 *to June* 30, 1927.)

Education.

197. During the year under review 20 new schools or classes were opened, and nine others were sanctioned. Two long-term foreign scholarships, each of the annual value of £240, were

awarded to students who had taken science degrees; and four scholarships, in lump sums of Rs. 2,500 each, were given to men actually engaged in industry; while two more of the former and four more of the latter description were sanctioned. The Harcourt Butler Technological Institute and the Textile School and the School of Dyeing and Printing at Cawnpore, the Central Weaving Institute at Benares, the Central Wood-working Institute at Bareilly and the Carpentry School at Allahabad are but a few of the institutions that continued to give invaluable instruction.

No less than 29 notes on technical subjects were issued under the auspices of the Department of Industries. It continued to give useful advice. The Industrial Chemist dealt with 42 inquiries, the Principal of Harcourt Butler Institute answered 99 references, and other experts disposed of many more.

Demonstrations.

198. Over a hundred demonstrations in improved methods of production were given at fairs, exhibitions and important manufacturing centres. Moradabad work was displayed at the Philadelphia Exhibition, while the departmental exhibitions, held at Cawnpore were of great interest. The new oil mill at the Harcourt Butler Technological Institute is perhaps the most up-to-date mill of its kind in India which gave demonstrations with happy results. The popularity of the fly shuttle loom was entirely due to demonstration. Finally, the itinerant dyeing school was responsible for teaching the weavers of Benares and Shahjahanpur the technique of dyeing silk with fast colours.

Research.

199. Investigations of importance were carried out in the manufacture of papain, in the process of giving a silky finish to woollen goods, in the recovery of commercial bye-products from the lac dye industry, in the methods of metal colouring, in the production of paper pulp from hemp stalks, in the extraction of oil from mint and of potash from wood ash, and in the possibility of utilizing it for making soft soap. At Bareilly the Wood-working Institute carried out experiments in kiln seasoning on six different kinds of woods, and in the case of three others it established their utility for specific purposes. A special plant was set up to test the possibilities of certain kinds of wood for providing match splints and veneers for boxes.

Financial assistance.

200. While loans amounted to only Rs. 33,000 the total of grants was Rs. 64,215, the highest on record. The Stores Purchase Department continued to aid indigenous industries,

and bought articles made in the province to the value of Rs. 25,82,555.

Security and welfare of labour.

201. The number of inspections made under the Factories and Boilers Acts amounted to 636 which resulted in six prosecutions, five being successful. The general condition of water supply, sanitation and ventilation was satisfactory. But apart from the 111 additional quarters that were actually built by the Cawnpore Cotton Mills and apart from the proposal of another mill to build 500 quarters, there was no progress made in the provision of sanitary housing for operatives.

Casualties.

202. There were twelve fatal, 141 serious, and 1,484 minor accidents compared with 20,131, and 1,250 respectively in 1926. The increase in minor accidents was due, partly to the increase in the number of persons employed in industry, and partly to an improvement in the system of reporting injuries.

28. Trade.

203. As the Foreign Trade Report for this province has been discontinued, it is not possible to give more information on trade than has already been embodied in the chapters dealing with industrial output and industrial development.

29. Communications, buildings and power.

(*See the report of the Public Works Department, Buildings and Roads Branch, for the year* 1926-27.)

Reorganization of the Public Works Department.

204. The ultimate aim of the recommendations of the committee appointed in 1922 to study the reorganization of the department was to reduce it to an advisory body to Government supplemented with the functions of an expert inspectorate. The reorganization carried out was of a threefold character. All district board roads and works were handed over to the control of those bodies. The responsibility for carrying out minor government works costing up to Rs. 20,000 was entrusted to the departmental heads concerned. And a system was inaugurated to encourage private enterprise to construct major works.

The experience of the last three years has revealed certain defects in these changes. Without an adequate trained technical staff of engineers at the disposal of the boards the condition of their roads is deteriorating. The limit of Rs. 20,000 for works

which departmental heads are to construct imposes on them a responsibility that is too heavy for them, without expert guidance, to discharge. And, finally, the conflict and the confusion, which result from the dual reponsibility of the department and of a private firm for the works carried out by the latter, under the third scheme, give risé to state of things unsatisfactory to both.

As compared with the year immediately preceding the reorganization, the year under review shows substantial financial improvements. The value of work done increased from Rs. 74·33 lakhs to Rs. 95·22 lakhs; the total annual cost of the department fell from Rs. 24·69 to 16·08 lakhs; and the percentage of expenditure on the value of work done decreased by almost half to 16·89.

Roads.

205. In the hills, thanks to the progress made by the department in metalling the Kuria-Khairna and the Khaima-Ranikhet sections at a cost of four lakhs there is now a good metalled road from Bareilly right through to Almora viâ Ranikhet. On the Dehra Dun-Mussoorie road, too, metalling was finished as far as Bhatta, only 500 feet below Barlowganj; and, when the Rajpur diversion (to avoid the bazar) is finished, motors from Dehra Dun will be able to proceed to Bhatta.

In the plains the progress achieved is even more striking. With the exception of a strip, seven miles long, the Meerut-Garhmuktesar road was widened from nine to twelve feet to meet changes both in the character and the volume of traffic. The Bareilly-Rampur road has been completely metalled, and there is now a good pakka road from Bareilly to Moradabad. Good progress was made in metalling the roads between Etawah and Cawnpore and Gonda and Bahraich. A length of five miles on the Benares-Sarnath road, that was riddled with potholes and had been given up by the district board as hopeless, was temporarily restored to a satisfactory state for the Viceroy's visit.

Apart from the new roads that the department constructed, it reconstructed, with cement, asphaltic concrete, asphaltic macadam, bitumenous grout or waterbound stone 22¾ miles of of roads and surface-painted another 7¾ miles. Similar operations were progressing over a further length of 116¼ miles. The full programme is to reconstruct approximately 404 miles of roads spread over eight districts at a cost of Rs. 140½ lakhs.

In addition to all this the department maintained 3,213·5 miles of metalled, 226·25 miles of unmetalled and 630 miles of bridle roads.

The total cost during the year of making new roads was Rs. 4·52 lakhs, of maintaining existing roads, including the expenditure incurred on repairs necessitated by the damage for which the monsoon was responsible, Rs. 36·57 lakhs; and of reconstructing the old ones, Rs. 22·04 lakhs.

206. The two dips between Lucknow and Cawnpore, referred to in the last year's report, were bridged over at a cost of three lakhs, and now communication between these two places during the rains will be much improved. Thirty new pontoons lengthened the bridge over the Ganges at Khandwa Nala; a complete new bridge of boats and pontoons over the Chambal on the Agra-Gwalior road was all but finished; and the pontoon bridge at Rajghat between Allahabad and Jhusi was enlarged at a cost of Rs. 1·18 lakhs. An important culvert was rebuilt on the Bareilly-Muttra road in the Budaun district, and a small bridge of three spans was thrown over the Karnauti on the road leading from the quarry of that name to Deori. Plans were made to replace the suspension bridge over Lachhman Jhula which the floods of 1924 had washed away. The new bridge will cost Rs. 2·20 lakhs of which Rs. 1·20 will be the gift of a private devotee. Bridges.

207. Of the work for which the architectural section of the department made designs the Vishnu Bhagwan temple at Gorakhpur and the Principal's residence, Technical School, Cawnpore, were completed; and eight works, including the Agricultural College and the main school building of the Technological School, Cawnpore, and the museum at Muttra, were under construction. The Government of India Press at Aligarh, which the architect had designed, supplies an interesting example of the Neo-Grec style. Buildings.

The outlay on original works in provincial buildings rose by Rs. 3·18 lakhs to Rs. 21·85 lakhs, of which police buildings absorbed Rs. 13·92 lakhs, agricultural buildings Rs. 2·2 lakhs, and educational buildings Rs. 1·85 lakhs. Among the police buildings fifteen works were completed including the reserve police lines at Naini Tal which alone cost Rs. 3·61 lakhs. Satisfactory progress was made in thirteen others, including the kotwali at Agra and the reserve police lines at Azamgarh; and 24 new ones were started during the year, of which 21 are

police stations. The educational programme consisted of several important buildings of which the Intermediate College, Lucknow, is the most notable. Under the work done for the Department of Agriculture may be mentioned the construction of the Agricultural office and laboratory, Shahjahanpur, and the extension of the Agricultural College, Cawnpore. The various works undertaken for the Department of General Administration included important extensions made in the collectorate at Cawnpore.

Contribution work.

208. Reference has already been made to the Vishnu Bhagwan temple at Gorakhpur. The Giarhwin Sharif Hall, Nanpara, Bahraich, was also completed. Private individuals contributed a sum of Rs. 2·83 lakhs for works of public utility such as dharamshalas, wells and schools. The department took in hand the improvement of the water supply on the pilgrim route in Garhwal.

Power: Electricity.

209. During the year under review the Electric branch of the Department of Public Works prepared 120 estimates relating to the provision of 2,516 lights and 996 fans; and the number of new installations made rose from 25 to 31. Of the nine towns that, till March, 1927, had an electric lighting system some showed a marked increase in the consumption of energy since it was first supplied to them. Thus, within the last decade the plant capacity of Lucknow has risen from 250 to 1730 K. W. and that of Allahabad from 250 to 1410 K. W. Licences were issued or were under consideration for the supply of electric power to eleven other places, of which five, Aligarh Muttra, Gorakhpur, Benares and Bareilly, were expected to be using their installations by the end of 1927-28.

Bharatkup Stone quarry.

210. In order to cope with the large programme of re-construction and also to provide stone metal at reasonable rates for maintaining roads, a Government quarry was opened at Bharatkup in the Banda distirct. It is richly endowed with good stone, and, by its proximity to the railway, also enjoys facilities for the transport of its yield. It was decided to work it with machinery. Quarrying operations started in September 1926, and during the 88 days for which the plant worked the total output of stone amounted to 311,994 cubic feet. The capital outlay was estimated at Rs. 5·46 lakhs.

30. Co-operative Societies.

(See the report on Co-operative Societies for the year ending June 30, 1927, and also table 163 of the Statistical Abstract for British India, fifth issue, 1927.)

General.

211. The period under review may be more properly described as a period of consolidation than one of progress. The efforts of the department were concentrated rather on the elimination of bad societies and the stabilization of good ones than on any increase in the spread of the movement. Liquidation proceedings increased by 66 from 614 to 680. Several prosecutions were undertaken for embezzlement, and at Benares, Partabgarh and other places radical measures were put into force for improving the staff. A provincial conference was held at Fatehgarh and the co-operative journal was issued as a monthly instead of a quarterly.

The total number of societies remained practically stationary, but there was a rise in membership and in working capital from 159,647 to 163,983 and from Rs. 188·49 lakhs to Rs. 197·76 lakhs respectively.

Central societies.

212. The total number of central societies decreased by one to 75. Of these 70 were central banks, which show a decline of two, and five were other societies which have increased by one. The decrease in the number of banks was due to the Budaun Bank having gone into voluntary liquidation, and the Pali Bank having been amalgamated with that of Bulandshahr. The two guaranteeing unions in the Bijnor district continued to work in a satisfactory manner. The number of agricultural supply societies increased from two to three. They all performed useful work in aiding directly or indirectly in the introduction of improved seed and in the supply, on hire, of implements to the poorer agriculturists.

The total working capital increased from Rs. 86·82 lakhs to Rs. 89·06 lakhs including the share capital of Rs. 23·33 lakhs which shows an improvement of Rs. 1·3 lakhs. Loan advances decreased by Rs. 2·05 lakhs to Rs. 40·14 lakhs; and recoveries declined from Rs. 40·47 lakhs to Rs. 39·74 lakhs. The amount of instalments that were due but not paid, i.e., which became overdue, increased from Rs. 10·27 lakhs to Rs. 16·14 lakhs, owing partly to a prompter closing of books on the right date and partly to a decrease in paper transactions. Many banks unfortunately have heavy bad debts, but as against this they possess reserve and

other funds to the value of Rs. 12·17 lakhs from which the bad debts can be written off. The book profits of the banks declined from Rs. 3·47 lakhs to Rs. 3·17 lakhs, though the average dividend paid continued to be seven per cent. The overdue interest alone, however, amounted to Rs. 3·25 lakhs, and when allowance is made for it, out of the 70 central banks in existence sixteen show no divisible profits.

Agricultural societies: (a) Credit.

213. It is a sufficient indication of the progress that is being made that, though the number of credit societies was reduced by 20 to 5,874, the confidence of the public in the co-operative movement developed, as is shown by the rise in membership of credit societies from 144,225 to 145,981 and the increase in the working capital from Rs. 88·24 lakhs to Rs. 92·79 lakhs. The value of shares held by members in these societies increased by nearly two lakhs, and the reserve fund rose by Rs. 1·91 lakhs. While the amount of loans made by societies to members decreased from Rs. 44·93 lakhs to Rs. 42·72 lakhs, the total of sums outstanding against the latter rose from Rs. 70·34 lakhs to Rs. 72·49 lakhs.

The book profits of these societies increased from Rs. 3·71 to Rs. 4·10 lakhs, while the losses were almost stationary at Rs. 47,000. But in the absence of figures showing the amount of overdue interest and irrecoverable principal the value of this seeming prosperity is not very great.

(b) Non-credit.

214. The three dairies continued to exist—on paper. In reality two of them are in a moribund condition with scarcely a hope of redemption, though the banks concerned still fondly imagine that, as long as they abstain from reporting them for liquidation, there is always a chance for a miracle. The third dairy is not dependent on co-operation at all—the supplies of milk being provided by non-members. Other miscellaneous societies, such as one for purchase and sale of agricultural produce, are dead. One society, however, which aims at better farming has been started with fair prospects of success, and four societies for consolidating holidings have completed their work.

Non-agricultural societies. Credit and non-credit.

215. The number of non-agricultural societies increased from 263 to 286; their membership rose from 14,335 to 17,929; and their capital improved from Rs. 13·25 lakhs to Rs. 15·79 lakhs.

Most of these societies are for cottage industrialists, among which may be mentioned one purchase and sale society and one hosiery society at Lucknow, two production and sale

societies of durrie makers at Agra, and one such society of brass workers at Oel in Kheri. There are new societies of workers in glass bangles at Ferozabad and Nagina; and one glue makers' society was started at Cawnpore. The majority of the other societies are either of Chamar shoemakers or Muhammadan weavers or limited liability societies of employees or officials. Societies for the retail of petty stores were, on the whole, a failure.

Among other types of non-credit societies may be mentioned the four housing societies in the province which did fairly well and would do much better but for their chronic need of money. A fifth such society founded recently at Aligarh has not yet succeeded in securing any land. Nine thrift societies were started, their membership being confined to teachers of district board schools.

Audit and inspection.

216. The increase in the audit staff resulted in the audit of 5,957 working societies and 619 liquidated societies. Only 205 agricultural societies and eighteen central banks remained unaudited. The work of the auditors, however, was far too mechanical and superficial.

CHAPTER V.—PUBLIC REVENUE AND FINANCE.

31. Central revenues.

Provincial contribution.

217. The provincial contribution to the revenues of the Central Government, which was reduced from the original figure of Rs. 240 lakhs to Rs. 150·85 lakhs in 1926-27, was remitted in full in the year 1927-28. But the remission in respect of Rs. 51·60 lakhs was non-recurring; and this will have to be paid from the revenues for 1928-29, unless it is remitted again.

Income-tax.

218. The continued depression of trade was responsible for the decline in the number of assessees to income-tax and super-tax from 25,153 to 24,060. It is a remarkable commentary on the trade conditions of the province that Cawnpore, for instance, contributed only one-third of the income-tax which it yielded in 1921-22, and that, compared with the same year, its quota for super-tax was reduced to a little less than a fifth. Realizations were, therefore, bound to fall. Receipts from income-tax declined from Rs. 60·96 lakhs to Rs. 56·78, and from super-tax from Rs. 17·36 lakhs to Rs. 14·72 lakhs.

These results were only made possible by the increased vigilance of the departmental staff which though it weeded out 3,078 assessees, discovered 2,099 new ones.

32. Provincial revenues.

(See the review of provincial accounts by the Director of Audit in his Appropriation Report for the year 1926-27.)

(Unless expressly stated values are stated in lakhs, and figures indicate rupees.)

Comparison with previous year.

219. Excluding Debt heads and withdrawals from the Famine Insurance Fund, the real revenue of the province, as compared with 1925-26, declined by 8·66 to 12,38·75. The rise in the yield under certain items was outbalanced by the fall under certain others. Thus, the income from Irrigation rose by

14·06, from Administration of Justice by 0·51, from Jails by 1·25, from Agriculture by 0·57 and from some other heads by 0·87. There were some serious decreases: under Land Revenue of 2·28, under Excise of 1·72, under Stamps of 7·17, under Forests of 5·97, under Subsidized companies of 1·23, under Interest of 3·57, under Miscellaneous of 3·49, and under Minor classes of 1·50.

Revenue: Figures.

220. The fall in the Land Revenue was probably due to the unsatisfactory condition of the *rabi* crops. The decline in the income from Excise was inevitable in view of Government's policy to promote temperance. The decrease in the yield from Forests was due to the fact that, with the exhaustion of the reserves of timber that a policy of underfelling had accumulated, income is reverting to its normal standard. Stamps yielded less than last year, largely because people were reluctant to transfer land while settlements were pending and the new Tenancy Act was about to be passed. The rise in the income from Irrigation was due to the failure of rains in certain months of the year; and under Administration of Justice it was due to an increase in litigation.

Causes of some variations.

221. The total expenditure excluding Debt heads fell from 13,01·42 to 12,84·80. The reduction, however, was not real. The figure for 1925-26 included an item of 34·56 consisting of grants-in-aid that in previous years had been debited to capital, but which last year were debited to revenue. In reality, therefore, expenditure rose by 17·94.

Expenditure: Variations.

222. Increases in expenditure occurred under Land Revenue (4·14) due to extensive settlements, under General Administration (1·77) owing to the increased activities of the departments concerned, under Jails (2·62), Police 1·22 and Administration of Justice (3·41) owing to the increase in crime, in prosecutions and in courts administering justice. Interest on irrigation outlay rose by 7·08, and interest on ordinary debt by 7·98. The progress of the Sarda canal and the increased borrowings of the year necessarily raised the volume of interest. The expansion of education was responsible for a rise of 2·13 under that head.

The redoubled vigour with which steps were taken to improve the health of the province added an expenditure of 3·45 to the Medical Department. The increase of 4·33 in the expenditure

of the Departments of Industries and Agriculture was not an isolated occurrence; for, connected as they are with developing national production, their cost is liable progressively to increase. The rise of 4·30 in the cost of stationery and printing is directly attributable to the general election of 1926. Other increases were miscellaneous 2·46, and expenditure in England 14·22 as a result of the transfer of the charge for loss by exchange from several heads to this head.

A few items showed a reduction in expenditure. Thus, the cost of the Excise Department fell by 2·30. The charges under Forests decreased by 4·30. The expenditure under Public Health declined by 22·61, but this was unreal as in 1925-26 there was a large debit from capital to revenue on account of previous grants-in-aid. The contribution to the Central Government was reduced by 32·98, while the expenditure on civil works fell by 2·09, and on pensions by 7·67 following a change in the method of accounting. Other revenue expenditure derived from revenue decreased by 3·99.

223. The revised budget overestimated revenue receipts, excluding Capital and Debt heads, by 32·14. Some of the differences are interesting. The revised budget overestimated receipts from Land revenue by 10 lakhs mainly because the hopes of the budget exceeded the promptitude of landlords in the matter of payment. The fact that receipts from Excise fell short by 5½ lakhs is probably due, as already noticed, to the self-denying ordinance of Government. The difference of 9 lakhs between the estimated and the actual yield from stamps and registration occurred largely because impending settlements and impending legislation postponed transfers of land. That subsidized companies fell short to the extent of a lakh was because of the slackness in goods traffic on the Shahdara-Saharanpur light railway and also because the Government were not credited in time with their share of the profits on this line. The overestimate of 7¾ lakhs in receipts from Irrigation was due to the increased cost of pensionary charges which prevented the return of receipts from this head to normal figures.

Budget estimates compared with actuals. (1) Receipts.

224. The differences between the figures of the revised budget and actual expenditure, by items, were as follows. The differences of 1·17, 2·24, 0·90, 3·90 and 4·29 on General Administration, Administration of Justice, Jails and Police respectively were due to the increased strain that was put on these depart-

(2) Expenditure.

ments during the year. The excess of 7·87 in Education represented mainly grants-in-aid. The underestimate of 8·18 in Civil Works was due to the heavy damage caused to communications in hill tracts by the monsoon of 1925 and to the outlay on some big works. The excess of nearly one in Stationery and Printing was due to the increased work for which the general election was responsible. The increase of 2·46 in Miscellaneous was caused by the adjustment of the amount standing to the debit of the Passage Fund. Expenditure in England exceeded estimates by 4·30. An outstanding item for the commuted value of pensions amounting to 2·88 was adjusted too late in the year to admit of specific provision being made for the purpose.

There were, however, certain savings. The expenditure on Excise was overestimated by 0·46, on Stamps by 0·67, on Forests by 1·46 and on Irrigation financed by ordinary revenues by 3·14. The reason for the last saving was that, while establishment charges paid in England were distributed under various heads, recoveries were accumulated under the item of Irrigation.

The Department of Public Health yielded unexpected economies to the extent of 1·16 and of Industries to the extent of 0·53.

Capital and Debt heads.

225. Under Debt heads receipts amounted to 2,70·62, against which capital disbursements totalled 3,07·93. The expenditure on productive works amounted to 1,31·34, of which the Sarda canal alone absorbed 1·24, while loans to various district boards and improvement trusts amounted to 24·58. The expenditure on unproductive works came to 54·54, of which the construction of police buildings and reconstruction of roads cost 50·06, Agricultural College, Cawnpore, 1·58, and the Council House, 2·90. Repayment of debt absorbed 25·62; and commutations of pensions 2·87.

Position at end of 1926-27.

226. Against the total expenditure of 15,92·73 the total receipts were shown as 16,12·82. Thus there was an ostensible balance of 20·09. But this really was not a credit balance. There was actually a deficit which came to 45·91. And in addition to this, drafts had been made on the Famine Insurance Fund to the extent of 19·68, and the account for Sarda canal and other capital outlay had been overdrawn to the extent of 1·35. Thus, there was a real deficit of 66·94. In view of this Government took a loan of 66 from the Imperial Government with retrospective

effect from March 31, 1927. This special deficit loan of 66 was repaid with interest on July 31, 1927.

227. The position was thus very unsatisfactory in 1926-27. But, in consequence of the complete remission granted by the Imperial Government of the provincial contribution, the position has improved. The revised estimates of 1927-28 show a closing balance of 26·93, of which 5·84 belongs to the Famine Insurance Fund. The real balance therefore is 21·09. On the other hand, Government spent on capital expenditure a sum of 9·87 which is not chargeable to revenue and which, in consequence, will be recouped by a loan from the Government of India in 1928-29. The balance, therefore, at the end of 1927-28 really is 30·96. In 1928-29, should the Government of India remit the contribution completely, the position will be still better. Financial outlook.

33. Stamps.

(*See the note on the Administration of Stamp Revenue for the year ending March* 31, 1927, *and also tables* 86 *and* 87 *of the Statistical Abstract for British India, fifth issue*, 1927.)

228. A variety of circumstances combined to reduce the stamp revenue of the year under report. As a result of the wholesome check which the new Agra Tenancy Act imposes on rent litigation and specially on ejectments, the sales of judicial stamps were adversely affected. The income of Rs. 140·23 lakhs which they yielded in the previous year fell to Rs. 135·22 lakhs during 1926-27. The declining prosperity of trade was largely responsible for the fall which the revenue from non-judicial stamps suffered, from Rs. 38·01 lakhs to Rs. 36·06 lakhs. And the fact that at Cawnpore the reduction was specially marked lends weight to the belief that the difference is ascribed to the right cause. Altogether, stamp revenue has decreased from Rs. 178·25 lakhs to Rs. 171·28 lakhs. Charges show further improvement, having been reduced from Rs. 4·17 lakhs to Rs. 4·15 lakhs. Receipts and charges.

In these circumstances the amount of discount allowed to vendors on the value of stamps sold fell by Rs. 5,885 to Rs. 2·15 lakhs. The number of vendors themselves declined by 104 to 2,876. A satisfactory feature, however, was that the annual average income per vendor showed a slight improvement of twelve annas, having risen to Rs. 74·75.

Infringement of stamp law.

229. The fall in the amount of duty and penalty realized (it fell by only Rs. 347 to Rs. 30,472) was not proportionate to the decline in the number of unsufficiently or totally unstamped instruments that came before courts, which decreased from 2,364 to 2,037. This was partly due to the stricter view which courts took of attempts to defraud Government of their revenue. It is even more satisfactory that the revenue staff increased their vigilance, for the number of cases in which collectors took action increased from 2,104 to 2,331, though the amount of the money derived from such cases decreased from Rs. 36,176 to Rs. 33,057. Another testimony to this increased vigilance is to be found in the number of prosecutions which rose by 65 to 1,030. The percentage of convictions on the number of persons tried remained the same as last year, i.e. 86.

34. Excise.

(*See the report on Excise Administration for the year ending March* 31, 1927, *and also tables* 83 *to* 85 *of the Statistical Abstract for British India, fifth issue*, 1927.)

General.

230. The year under review was marked by a further extension of Government's policy to promote temperance. The expansion of the areas under the sealed bottle system and the tree tax system of tari; the confinement to wholesale vendors of the privilege of importing foreign liquor of Indian manufacture (with the exception of Solan and Kasauli beer), and that too either under bond or after paying duty in this province; the observance of Diwali as a compulsory holiday by all shops selling liquor: these are but a few important items of the programme which aims at teaching the people of this province the habit of abstinence from alcohol. The progressive sacrifices of revenue that Government are making are justified by the falls in the consumption of intoxicants. During this single year the consumption of country spirit declined by 17,272 imperial gallons, of foreign liquor by 22,639 imperial gallons, and of bhang by 3,863 seers.

Against this reduced licit consumption must be set off the illicit trade. It is, however, the considered opinion of several experienced officers of the department that the total consumption of licit and illicit intoxicating articles has appreciably decreased of late years.

General.

231. The distillery and outstill systems underwent no change in the areas to which they applied; and, except for a small area in the Gorakhpur district to which, in the interests of administrative convenience, the higher rate prevailing in the locality was extended, the rates of duty remained as before. There was no area under the farming system. The number of shops in the distillery area fell from 2,159 to 2,148 and of those in the outstill area, which was only twelve per cent. of the total area of the province, from 123 to 120. The consumption of country spirit fell by 2·9 per cent. from 371,453 to 360,804 London proof gallons. During the quinquennium the revenue declined from Rs. 65·71 lakhs to Rs. 49·64 lakhs. The fall is not entirely due to the rise in duty which in 1922-23 was increased from Rs. 9 to Rs. 10·6 per gallon: a number of other causes have contributed to it, more especially the economic condition of the people and the progressive reduction in the number of shops. The surcharge system itself, by imposing progressive taxation on every increase of sales, also discourages the licencee from pushing consumption beyond a certain limit. Under this system, too, illicit distillation puts a double drain on the revenue, for while in the pre-surcharge era sales determined the amount of stillhead duty only, they now govern licence fees as well. This, however, must not be taken to mean that illicit distillation has increased. On the contrary, the definite improvement in temperance is an undoubted fact. For in most places the fall in the consumption of liquor has not been accompanied by a rise in that of drugs or tari, which also, in some cases, are declining in popularity.

In ten districts, on the other hand, there has been an actual increase in the consumption of liquor during the year, and in the case of Agra and Pilibhit it was specially marked. The plague in Agra gave rise to exceptional conditions, and Pilibhit has had an influx of labour in connexion with the construction of the Sarda canal. Partly the increase is due to the suppression of illicit distilleries: in Gorakhpur, for instance, the number of such cases brought to light increased from 24 to 105. Partly also the rise is due to the popularity of the sealed bottle system of selling liquor, which, apart from the places in which it prevailed previously, during the year was extended to nine more towns—Gorakhpur, Jhansi, Ghazipur, Muttra, Dehra Dun, Jalalabad, Powayan, Tilhar and Rajpur; and subsequently

Muzaffarnagar, Deoband and Brindaban have also come within its purview. As a result of this system orderliness—at least in liquor shops—has increased. And as fraud is impossible the type of licensee is improving. The disadvantages of this system are also obvious. As the price of one bottle is too much for the pocket of a poor man, the purchase and the use of it have to be syndicated among several persons, and convivial drinking becomes almost a necessity. Brawling and all the paraphernalia of inebriety have merely been transferred from the liquor shop to the pavement or to the shops that have sprung up to remedy the defects of the sealed bottle with their stock of corkscrews and earthenware mugs.

The eight distilleries which supply the country spirit of this province fulfilled their obligations satisfactorily. The wholesale dépôts at Utraula and Ghatampur were abolished, leaving the number of warehouses and dépôts at 75 and 22 respectively.

Foreign liquor.

232. The total number of licences for the sale of potable foreign liquor increased by five, though there was no change in the number of those for consumption "on" and "on and off" the premises. The number of occasional licences granted for entertainments increased from 454 to 624. Owing to the premium of Rs. 25 imposed on the annual licence for the sale of denatured spirit, the number of such licences declined from 391 to 311. The duty on foreign spirit issued by the provincial distilleries fell from Rs. 7·29 to Rs. 6·45 lakhs which includes only Rs. 3·47 lakhs, as compared with Rs. 4·70 lakhs in the previous year, as duty derived from the issues to this province. The reason for the fall lies in the increasing competition of cheap liquor from overseas. As a result of the new system which assesses licence fees on the basis of the sales of the previous year the revenue from licence fees increased from Rs. 1·04 lakhs to Rs. 1·74 lakhs. According to reports the sales of wine increased from 16,377 to 28,823 gallons, and of beer from 215,165 gallons to 241,267 gallons, while the sales of spirit decreased from 69,721 to 54,973 gallons. An explanation for this decline might be that European consumers, who formerly used to get these spirits from the local shopkeepers, now get them from their clubs which, unlike ordinary licensees, do not have to pay the surcharge licence fee. The total issues from the two breweries at Chakrata and Ranikhet fell from 106,700 to 90,650 gallons.

Tari.

233. The tree tax system was extended to five more tahsils. This new system will take time to become popular. For, by eliminating arrears which used to be an almost inevitable concomitant of the auction system, it has deprived licensees of the possibility of default. In time people will also realize their own advantage, when they come to see that the tree tax system imposes a contribution related much more closely to the actual sales than did the excessive bids which the auction system involved. The total revenue from tari increased by Rs. 10,000 to Rs. 5·20 lakhs. The number of shops fell from 1,750 to 1,714.

Hemp drugs.

234. The contract supply and the graduated surcharge systems continued to apply to hemp drugs. The total revenue from hemp drugs increased from Rs. 35·62 lakhs to Rs. 36·16 lakhs. Duty increased from Rs. 18·55 lakhs to Rs. 18·93 lakhs, and licence fees from Rs. 17·06 lakhs to Rs. 17·23 lakhs. While the consumption of ganja and charas rose from 11,486 to 12,488 seers and from 24,774 to 24,889 seers respectively, that of bhang declined from 115,714 to 111,851 seers. The total number of shops fell by nine to 2,060. The rise in the revenue was partly due to the greater difficulty in the case of drugs than in the case of liquor of illegitimate channels of supply crossing the legitimate ones.

Opium.

235. The promptitude with which the Ghazipur factory continued to supply indents caused no inconvenience as a result of the abolition of reserve opium dépôts. In consequence of the introduction of the new system, which calculates the cost prices of any given year on the basis of the actual cost of production of the previous year, the cost price of opium was reduced from Rs. 28 to Rs. 26 per seer; but the retail price remained at Rs. 120 per seer. Consumption increased from 21,996 to 22,295 seers. The number of shops selling in retail raw opium rose by three to 885.

Dangerous drugs.

236. The number of licences for the sale of morphia drugs fell by twelve to 300, while the quantity sold decreased from 17 lbs. 4 oz. to 8 lbs. 5 oz. As a result of the restriction imposed on medical practitioners in the retail sale of cocaine the number of licences issued for that drug declined from 188 to 169, while the amount sold was 6 lbs. 12 oz. 81 gr. There was no reported abuse of the privileges granted under the morphia and cocaine rules, offences relating to cocaine having been confined to smuggling.

237. The total number of prosecutions of offences against the Excise Act rose from 2,342 to 2,386.

Excise crime.

Offences relating to the manufacture, possession or introduction of liquor or spirit rose from 1,382 to 1,520. Offences relating to hemp drugs show a slight increase, from 246 to 260, which is encouraging considering the enormous profits that lie in their illicit trade. As compared with the price at the source of supply which varies from Rs. 6 to Rs. 10 per seer, the selling price in this province is Rs. 120. The number of prosecutions for offences relating to cocaine fell from 212 to 332. This is all the more deplorable that traffic in cocaine is spreading in areas which had hitherto been free from its influence. And in any case, in view of the enormous profits which this trade created and of the continuous supply that is pouring in from Japan and Germany, the problem is attaining formidable dimensions. It is now imperative for the excise and police staff to ignore petty or technical infractions for the detection of serious crimes. The publication of the revised black list of convicted or suspected smugglers will, it is hoped, facilitate their task. The total number of prosecutions under the opium laws fell from 355 to 316. The traffic in Malwa opium has continued to increase, and many seizures were effected during the year, but the smuggling of factory opium has practically stopped, as the prohibitive price of the article makes smuggling unprofitable. Good effects should result from the establishment of an opium contraband bureau at Ajmere by the Government of India to check the smuggling that is carried on from the Rajputana and Central India States. The number of cases under the Opium Smoking Act rose from 44 to 59, which shows that the days of madak and chandu dens are over. Convictions for drunkenness decreased by nearly two hundred to 735.

Local bodies.

238. All the 23 licensing board and advisory committees held their meetings. On their recommendations 192 shops were closed and 119 shops were opened. Government are considering the question of extending the system of licensing boards to rural areas.

Financial.

239. The fall in the revenue from country spirit outbalanced the rise in the receipts from every other head; and in consequence the total real receipts fell slightly from Rs. 126·46 to Rs. 126·31 lakhs; though the net revenue, after deducting

expenditure, rose from Rs. 111·37 lakhs to Rs. 113·64 lakhs. The contribution to real excise revenue, therefore, per head of population has fallen by one pie to four annas and five pies, which, with the exception of the North-West Frontier Province, continues to be the lowest in India.

Excluding compensation and the cost of excise opium paid to the Government of India, the total expenditure of the department rose from Rs. 6·61 lakhs to Rs. 6·68 lakhs as a result of increments in the pay of inspectors and assistant excise commissioners and of a rise in the amount under travelling allowance. The percentage of cost on the gross revenue fell from 5·2 to 5·1.

240. To translate into action the declared policy of Government to promote temperance it is necessary that there should be an adequate staff. Something has already been done to improve the staff by weeding out corrupt servants and increasing rewards for good work. A system of competitive recruitment is also under consideration. Staff.

In Cawnpore the excise charge of the district was transferred from the collector to the assistant excise commissioner; and in most districts the posts of excise clerk and excise ahlmad were combined.

A revised draft of the Excise Manual is ready, and is awaiting the sanction of Government for publication.

CHAPTER VI.—PUBLIC HEALTH.

35. Vital statistics.

(See the report of the Director of Public Health for the year ending December 31, 1926, *and also tables* 180 *to* 187 *of the Statistical Abstract for British India, fifth issue,* 1927.)

241. The value of vital statistics lies in their accuracy. But their accuracy is impaired in this province by the fact that the primary reporting agency is, not the relatives of the deceased armed with the doctor's certificate, as in the West, but the village chaukidar, who is untrained, unobservant and not over prompt. The classification of the causes of death cannot, therefore, in the nature of things be either systematic or accurate. This is specially so in the case of deaths reported under the various categories of fever, where the resemblance of symptoms makes differentiation extremely difficult. And with a substantial reduction in the number of chaukidars, even this reporting agency is not so effective as it was. General.

For purposes of calculations the population of this province —excluding statistics of Benares, Rampur and Tehri-Garhwal— is based on the census of 1921, i.e. 45,375,787. The birth rate per thousand of the population increased by 1·48 to 34·20 and the death rate from 24·78 to 25·10. Whenever reference is made to birth and death rates, calculations are always made per mille of the population.

242. The total number of births was 1,552,054, the ratio of males to females being 112·28 to 100. The highest birth rate coincided with October and the lowest with June. The highest incidence was in the districts of Bijnor, Jhansi, Moradabad, Saharanpur and Bareilly, while the lowest fell in Gonda and Rae Bareli. In all districts, except those of Meerut, Bulandshahr and Naini Tal, births exceeded deaths. Births.

243. The number of deaths reported was 1,138,884, of which 610,233 were males. The largest incidence of death was in Moradabad and the lowest in Fatehpur. Among the municipalities that reported the highest death rates mortality at Chandpur and Chandausi was due to fevers and plague and other causes, while at Brindaban it was due to fevers. Respiratory Deaths.

diseases were a special feature at Chandausi. The highest number of deaths was recorded in May and the lowest in February.

Infantile mortality.

244. Infant mortality increased by 1·8 to 177·3. The highest numbers were reported from Naini Tal, Hamirpur, Meerut, Saharanpur and Moradabad, the deaths in the case of the first two being ascribed largely to malaria. The lowest figures were reported from Gorakhpur, Rae Bareli and Ghazipur. Among municipalities Cawnpore again headed the list of the places with the largest infant mortality; and Mainpuri made the worst returns among notified areas. Infantile mortality in municipal and notified areas rose from 253·71 to 278·29 and from 218·96 to 239·02 respectively, while the rates of urban and rural areas rose from 251·11 to 273·70 and from 168·07 to 168·21 respectively. The maximum mortality among children below the age of one year occurred in October, and the minimum in February. Taking the statistics by communities, the death rate among Muslims was 27·92 and among Hindus 24·87.

Verification of statistics.

245. Though the total number of birth and death entries tested by the vaccination staff showed a satisfactory improvement from 1,063,983 to 1,120,831, there was a disappointing rise in the percentage of omissions which, in the case of birth entries, increased from 0·70 to 0·90, and in the case of deaths, from 0·52 to 0·57. The total number of combined entries checked by the local authorities, by officers of the district health staff, and by assistant directors of public health was 202,478, 66,729 and 15,108 respectively as compared with 242,485, 54,587 and 10,865 respectively in the previous year.

Diseases: Cholera.

246. The number of deaths from cholera fell from 7,653 to 6,166, the highest mortality being recorded in August and the lowest in December. The places which suffered most were Ballia, Ghazipur and Azamgarh, while Jalaun and Hamirpur were entirely free from the disease. In the twenty districts which, owing to their liability to this pestilence, are under a special scheme for the control of cholera the number of deaths recorded as due to it was 5,091, while the remaining 28 districts reported only 1,075.

Small-pox.

247. Small-pox took a heavier toll of victims than in 1925, there being an increase from 9,373 to 12,020. As last year, May recorded the heaviest and October the lowest number of deaths. The ravages of this disease were most marked in Budaun, Bulandshahr and Benares, while Pilibhit, Agra, Sitapur,

Garhwal and Basti escaped lightly. Of the towns with a population of 10,000 or upwards nine were entirely free from the disease, while the others gave a total of 2,599 deaths. Though there is no regular small-pox hospital in this province, persons suffering from this disease were treated in nine hospitals for infectious diseases.

Plague.

248. Plague also accounted for more deaths than last year; and these increased from 49,091 to 57,297. Ghazipur and Azamgarh were the areas most affected, while seven districts were quite free from the disease; and those of Dehra Dun and Mainpuri reported only one death each. Of the 90 towns four, Gangoh, Lakhimpur, Chandpur and Chandausi, reported death rates varying from 18·32 to 15·22; in twenty others the deaths from plague did not exceed ten, and 36 were apparently free from this disease.

Fevers.

249. Mortality from fevers fell from 875,594 to 867,939, the maximum mortality being recorded in December and the minimum in February. Of these 749,868 were due to malaria, 10,266 to enteric, 34,954 to measles, 716 to relapsing fever, 151 to kalaazar and 71,984 to other fevers. The improvement was partly due to the fact that, apart from sporadic outbreaks, there was no epidemic of influenza. The provincial death rate fell from 19·30 to 19·13, which in the case of twenty districts was exceeded by their own ratio of mortality. In Meerut, Saharanpur, Bulandshahr, Moradabad and Bijnor the severity of the attacks can be gauged by their death rates which all surpassed thirty.

Dysentery and diarrhoea.

250. The total number of deaths recorded from dysentery and diarrhoea rose from 11,335 to 12,120, the lowest mortality being in February. As usual Garhwal returned the highest death rate. The lowest death rate was recorded in Partabgarh, Mainpuri and Gonda. Among towns Atrauli reported the greatest number of deaths, the rate being 13·83.

Respiratory diseases.

251. There was a deterioration in the statistics of deaths due to respiratory diseases, which rose from 26,177 to 30,260. March recorded the highest and July the lowest mortality. The incidence of death from these causes was heaviest in the Hamirpur, Lucknow, Agra, Dehra Dun and Cawnpore districts; while those of Mainpuri, Jaunpur and Partabgarh made the lowest returns. Among towns Muttra reported the highest mortality, while in three there were no deaths at all due to these diseases.

Injuries.

252. Deaths from injuries fell from 21,900 to 21,670, of which 1,913 were suicides, 5,212 were due to snakes and wild beasts, and 395 to rabies. Wounds and accidents were responsible for 14,150 deaths.

Other causes.

254. Deaths due to other causes numbered 131,412 against 123,125 last year.

36. Medical services.

(*See the report on Civil Hospitals and dispensaries for the period ending December* 31, 1926, *and also tables* 189 *to* 191 *of the Statistical Abstract for British India, fifth issue*, 1927.)

Number of hospitals and dispensaries.

255. During the year the total number of dispensaries and hospitals staffed by doctors in Government service fell by one to 556. For, against the fourteen new dispensaries that were opened, three were closed and twelve were transferred to local bodies.

The Lucknow Anti-Tuberculosis League resolved to establish a special hospital for this disease at Lucknow, towards which Government promised an annual grant of Rs. 32,000. The British Empire Leprosy Relief Association gave a grant of Rs. 5,640 for starting new dispensaries for the treatment of skin diseases.

The total number of patients, both indoor and outdoor, treated in the State, public, local fund and private-aided dispensaries fell by 17,417 to 5,346,329; but the number of surgical operations performed rose from 238,600 to 255,505. In the other dispensaries the total number of patients treated increased by 97,419 to 1,078,454, while the number of surgical operations performed rose by 7,602 to 31,425. Of the 136 patients admitted to the King Edward Sanatorium at Bhowali in the case of 56 persons there was definite improvement, while in the case of 32 others disease was arrested. There was no death and the condition of only fourteen persons deteriorated after their admission.

Medical education.

256. At King George's Medical College, Lucknow, the number of students increased from 223 to 243, and in addition there were fifteen students in the D. P. H. class. Out of the total of 258 students only 48 were day scholars. To provide specialized training in the technique of diagnosis the new

pathological centre for the province was established at this institution. Government gave a grant of Rs. 7,150, and sanctioned the purchase of additional apparatus.

At King George's hospital the number of selected operations performed increased from 735 to 789. At Agra in the Medical school for men the number of students fell from 341 to 325, and the number of those who passed the final qualifying examination decreased from 82 to 80. As, however, the recruitment for the Provincial Subordinate Medical Service has been stopped no student was admitted into Government employment. In the school for women the number of students fell from 76 to 64; and the number of successes at examinations from 16 to 8. Among university successes were one Doctorate of Medicine and 24 final M. B., B. S. Government authorized the institution of the United Provinces State Medical Faculty which is organized on the same lines as the Bengal Faculty.

Maternity and child welfare.

257. Maternity and child welfare centres were opened in 22 places during the year. The scheme for training midwives on probation proved a success; and out of the 23 candidates who appeared for the Dai and Midwives examination 22 passed.

The third series of baby week functions was held in 32 districts under the auspices of the All-India Maternity and Child Welfare League. This movement is increasing in popularity, both on account of its propagnada work and of the spirit of rivalry which it engenders.

Staff.

258. As a result of the transfer and closure of dispensaries the cadre of the Provincial Subordinate Medical Service was reduced from 431 to 413. But in other ways Government took steps to provide adequate machinery for dealing with disease. Thus, Government subsidized 27 private medical practitioners to settle in rural areas and continued the subsidy which was granted to 21 such persons in 1925. The Medical Department continued to help the Department of Public Health by placing at its disposal the services of its own subordinate staff for use in connexion with epidemic and fairs.

Financial.

259. The total income from hospitals and dispensaries rose from Rs. 29·46 lakhs to Rs. 30·78 lakhs. The most notable increase was in subscriptions from Indian gentlemen, their value having risen from Rs. 91,430 to Rs. 1,67,843. The expenditure of these institutions also rose from Rs. 27·74 lakhs to Rs. 29·69 lakhs.

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37. Public health services.

(See the reports of the Director of Public Health for the year ending December 31, 1926, and of the Superintending Engineer, Public Health Department, for the same period.)

Board of Public Health.

260. The Board of Public Health made grants aggregating Rs. 11·21 lakhs, the principal items being Rs. 2·5 lakhs sanctioned for Allahabad water-works, one lakh for those of Benares, Rs. 1·25 lakhs for special assistance to pilgrims, Rs. 92,133 to commissioners and collectors for petty sanitary improvements in notified and town areas and in villages through panchayats. The Board further sanctioned schemes of water supply and sewerage works in six places involving an expenditure of Rs. 42·76 lakhs and of works of a medical character estimated to cost Rs. 1·45 lakhs.

Government sanctioned loans amounting to Rs. 12·8 lakhs for sanitary projects during the year, and finally approved the hydro-electric scheme for Mussoorie and the electric supply project for Hardwar which are to cost Rs. 12·47 lakhs.

Work of staff.

261. The most important preventive work carried out by the department is in connexion with fairs and religious gatherings where its officers are present for purposes of supervision. It was only due to rigorous action taken by them that at the Allahabad Magh mela of 1926 the three imported cases of cholera did not spread infection; and later on again they prepared schemes of protection and supervision in regard to the Kumbh fairs that were held at Hardwar and Brindaban. Arrangements have been made for medical examination of pilgrims at nine important railway junctions of the province. Those who are suspected of carrying infection will be isolated and treated in the temporary hospitals to be created for the purpose. Apart from this, work of an instructional nature is also carried out by the staff who at fairs, exhibitions and religious gatherings give lectures and cinema demonstrations in hygiene prophylactics.

262. At the Provincial Institute of Hygiene research work was carried on in connexion with plague, and consisted of experiments made on *X. Astia* and *X. Cheopis* as vectors of plague, while that relating to cholera was concerned with investigating the origin of the disease as an epidemic, and with ascertaining the relationship of the agglutinating to the non-

agglutinating vibro. The D'Herelle bacteriophage was tried on plague cases without proved success. The total number of inoculations performed was 137,570. Of these 44,297 were performed by travelling dispensaries which are deservedly popular among villagers. The special malaria branch, as before, concentrated its activities mainly on the headworks of the Sarda canal which provides a fruitful scope for its enterprise, and performed useful work with Paris green which now is established as an efficient larvicide: while the district health staff carried out anti-malarial surveys in a number of villages.

263. The number of samples which the Public Analyst examined rose from 483 to 933 of which 317 were found to be adulterated. During the year under report the operation of the Act for the prevention of adulteration was extended to three more districts and to the municipalities or notified areas of 21 new places.

District health scheme.

264. With the addition of Bulandshahr to the districts which are under the health scheme their number rose to seventeen. Tributes from numerous district officers and chairmen of local bodies testify to the success which attended the operations of this scheme in realizing its fourfold programme—the organization of anti-epidemic campaigns for the control of infectious diseases in general; the carrying out of hygiene and sanitary work in villages, specially in improving their water supply; the propagation of a knowledge of hygiene in rural areas; and the inspection and instruction of school children in matters of health.

Training and education.

265. Eight candidates appeared successfully in the final examination for the Diploma of Public Health, while seven were receiving instruction in the second year and eight in the first year course of this examination. Eight students qualified as Licentiates of Public Health, and nine were prosecuting studies for this examination. There were 36 students in the classes for sanitary inspectors and 44 in those for apprentice sanitary inspectors, while ten out of the fourteen who tried qualified in the first category and 26 out of 44 in the second. In the examination for chief sanitary inspectors three candidates out of seven in all, obtained success. One municipal medical officer of health was examined in 1926 in Provincial Municipal Law relating to sanitation, and he was successful. Forty-five candidates were successful in the examination for M. B., B. S. (part I)

in Public Health; and during the year a course was given, as usual, in the theory and practice of vaccination to students reading for this degree. Three special lectures were given to members of the Provincial Medical Service who attended the post-graduate course.

Superintending Engineer, Public Health Department. (a) Financial.

266. The engineering branch of the Public Health Department prepares projects for all kinds of health works, gives advice to local bodies in connexion with schemes for which their own staff is not sufficiently trained; and draws up schemes of water supply, drainage and sanitation for Government buildings. A sum of Rs. 6·81 lakhs was spent on the construction of original works and another of Rs. 13·28 lakhs on the maintenance and repair of open water works. The cost of the department rose by about Rs. 10,000 to Rs. 3·47 lakhs against which should be noted the Rs. 26,618, which it earned in fees for preparing projects. Earnings for construction carried out departmentally amounted to Rs. 63,521.

(b) Water supply.

267. The most important items of the constructive work carried out during the year were the completion of the Baldi spring water supply system at Dehra Dun and of the electric and water supply scheme at Hardwar, which proved of inestimable value during the Kumbh fair. The Bhilaru pumps lately installed at Mussoorie worked well. At Hathras a tube well is in progress and boring has been made to a depth exceeding 400 feet, while at Muttra tube wells have been cleaned by back blowing with compressed air with the result that an improvement of 25 per cent. has been obtained in the discharge of these wells. Improvements in the water supply system of Agra, Almora, Fyzabad and Unao were being carried out, while those for Ajudhiya, Gorakhpur, Jhansi and Kosi were being projected. The Boards of Allahabad, Cawnpore and Lucknow are themselves dealing with their own improvements.

Sanitary works.

268. The flushing system at Moradabad was completed and worked satisfactorily, while works relating to sewerage and sewage disposal were progressing at Mainpuri and Lucknow. Schemes relating to Naini Tal, Hardwar, Dehra Dun, Benares and Allahabad are either under consideration or having been drawn up are awaiting allocation of funds. Improvements in the drainage systems of several other important places are being made or are being considered.

38. Vaccination.

(*See notes on vaccination for the year ending March* 31, 1927, *and also table* 188 *of the Statistical Abstract for British India, fifth issue,* 1927.)

269. Including the cost of the assistant directors of public health and their establishment the total expenditure on vaccination rose from Rs. 4·73 lakhs to Rs. 4·89 lakhs. The average cost of each successful vaccination was four annas and six pies which, with the exception of Assam, Bihar and Orissa and North-West Frontier Province, is lower than of any province in India. **Financial.**

270. The total number of persons vaccinated fell from 1,465,862 to 1,433,056; but the percentage of successful primary vaccinations rose from 94·01 to 94·79 and that of re-vaccinations from 53·55 to 53·88. The number of persons successfully vaccinated per mille of population, however, fell from 28·60 to 28·44. The number of vaccinators increased from 888 to 898. **Vaccinations.**

271. The percentage of inspections carried out by assistant directors of public health and district superintendents of vaccination on the actual number of vaccinations fell from 14·91 to 13·54 in the case of primary vaccinations, and rose from 1·86 to 3·39 in the case of re-vaccinations. Similarly, the percentage of inspections carried out by the rest of the inspecting staff under the two categories of vaccination fell from 44·64 to 43·36 and rose from 28·00 to 31·60 respectively. **Inspections.**

Only one case of post-vaccinal encephalites was reported.

272. Owing to the prevalence of rinderpest in Bareilly and the Tarai Bhabar districts the calves supplied to the Provincial Bovine Lymph dépôt at Patwa Dangar were in poor condition, and the output of lymph was unsatisfactory. Nevertheless, the dépôt issued lymph in a quantity sufficient to vaccinate 2,693,987 persons. Against the total income of Rs. 37,603 the total cost amounted to Rs. 52,809, of which a sum of Rs. 8,242 represented non-recurring expenditure. In 1925-26 income amounted to Rs. 38,357 and expenditure to Rs. 47,592. The total amount of arrears due to the dépôt was Rs. 14,558. **Lymph.**

273. Government are considering whether vaccination should be made compulsory throughout the province. **General.**

CHAPTER VII.—INSTRUCTION.

39. Education.

(See the report on Public Instruction for the quinquennium ending March 31, 1927, *and also tables* 142 *to* 161 *of the Statistical Abstract for British India, fifth issue,* 1927.)

Number of institutions and scholars.

274. The number of educational institutions rose from 24,252 to 24,820 of which 22,068 were recognized. As compared with last year the total number of students rose from 1,293,625 to 1,349,401, there being 1,280,450 pupils in recognized institutions and 68,951 in unrecognized ones. The net percentage, therefore, on the total population of the province, according to the census of 1921, of the students actually receiving instruction in an educational institution during the year rose from 2·85 to 2·97. The percentage of males and females (worked out on the population according to sexes) receiving education rose from 4·94 to 5·15 and from 0·54 to 0·57 respectively.

Expenditure.

275. The total expenditure on education rose by Rs. 24·25 lakhs to Rs. 338 lakhs, of which Government contributed 57·99 per cent. as compared with 56·9 per cent. last year. The total average cost of education for the year per head worked out at Rs. 26-6-1.

University education.

276. The establishment of the Agra University raised the number of universities in this province to five, four of which, those of Allahabad, Lucknow, Benares and Aligarh, are unitary teaching and residential universities. The one at Agra is of the affiliating type to which the colleges which formerly were under the Allahabad University have, after July, 1927, been attached. The Universities of Benares and Aligarh are national rather than provincial, and State aid to them comes from the Imperial Government, though the Government of this province continue to give to the latter university the grant which the old Muhammadan Anglo-Oriental College had received. Physical training is duly emphasized as having a definite place in the scheme of university education. The University Training Corps provides excellent scope for adolescents, not only to develop their physique, but also to learn in a practical manner how to employ their manhood in times of stress and privation. Military manœuvres give training in combined movement which it would

be impossible to learn in any other way. The Universities of Allahabad, Benares and Lucknow all provide contingents for the provincial University Training Corps. The Lucknow Company actually won, in 1926, Battalion cups in hockey, football and shooting.

In the Universities of Allahabad and Lucknow physical training is compulsory.

Universities: Allahabad.

277. In the Allahabad University the enrolment of students studying in post-intermediate courses increased from 1,232 to 1,353, of whom 924 were reading for degrees in Arts and Science. 400 for Law, and 29 for degrees in Commerce. The percentages of success gained by the students were 69 in LL. B., and 81 in M. A. and M. Sc. respectively, 86 and 77 respectively in B. Sc. (honours and pass), 61 in B. A. (pass) and 90 in B. Com.

The teaching staff consisted of 84 full time and five part time teachers. The university also provides for extension lectures for the benefit not only of students but also of the general public. Facilities for research are provided in almost all the departments, and students and teachers contribute original papers to the leading journals, while the university itself issues a record of its research work entitled "University Studies." The library now consists of 62,000 volumes. Government gave to this university, for a period of five years, a lump grant of Rs. 6·94 lakhs.

Lucknow.

278. The total number of students on the roll of the Lucknow University rose by 55 to 1,419, of whom 418 were reading for the degree in Arts, 172 for that in Science, 354 for that in Law, and 257 for that in Medicine. On the number of candidates who appeared for examination the percentages of success were 75 in LL. B., 100 in B. A. (honours) and M. Sc., 50 in D. Sc. and M. B., B. S., 80 and 73 in B. Sc. honours and pass respectively and 71 in B. Com.

Considerable extension took place in science laboratories, and one for chemistry is in course of construction. The library of the university consists of 32,000 volumes, excluding the 4,000 volumes in the library of King George's Medical College, Government gave the University a block grant for five years of Rs. 7·87 lakhs.

Benares.

279. The roll of students in the Hindu University contained 1,936 names, of whom 653 were studying in Arts courses, and 952 in those of Science. The percentages of success gained by

students were 75 in LL. B., 80 in M. A., 76 in M. Sc., 22 and 59 in B. Sc., honours and pass respectively, and 65 and 25 in B. A. pass and honours respectively. There are facilities for research in almost all the subjects under the heads of Arts and Science. The university gives scholarship for research to students and publishes lectures on ancient Indian History. The library contains 23,000 volumes. The recurring annual expenditure in the year under review rose to Rs. 9·24 lakhs. At present the heavy burden of debt which it carries cramps its development.

Aligarh.

280. The number of students in the Aligarh University rose from 959 to 1,174. The percentages of success of the students of this university at examinations were 70 in LL. B., 69 in M. A., 86 in M. Sc., 58 and 67 in B. A. honours and pass respectively. The biological laboratory was nearing completion, while a new hostel was opened for the Intermediate college. The seventeen departments of studies in the university are not distributed among faculties, as is usual in other universities, but are directly subordinate to the Academic Council. For the year under review the expenditure of the university, including the cost of the Intermediate college and the school, amounted to Rs. 6·93 lakhs.

Intermediate education.

281. In 1922 the constitution of the Board of Intermediate and High School Education took away from the University of Allahabad its responsibility for secondary education which it formerly controlled almost throughout the provinces, and embraced even extra-provincial territory. Some universities, e.g. Benares and Aligarh, still have their intermediate examinations, but all recognize the examinations conducted by the Board as tests qualifying for entrance to their degree courses.

Secondary education.

282. The rise in the number of secondary institutions from 852 to 889 and of students from 121,326 to 132,366 has been accompanied by an increase of Rs. 2·11 lakhs in expenditure which in 1926-27 amounted to Rs. 37·32 lakhs.

Excluding institutions for Europeans and girls there are 27 intermediate colleges and the number of students rose by 128 to 4,235, while the expenditure, excluding the cost of intermediate classes in degree colleges, rose by Rs. 55,000 to Rs. 14·01 lakhs, half of which came from provincial funds. Of the 4,108

candidates who appeared for the Intermediate examination conducted by the Board or by the Aligarh and Benares universities 2,325 or 56 per cent. were successful.

School education. General system.

283. With the simultaneous extension of English classes in vernacular schools and of vernacular, as a medium of instruction and answer, in English institutions and examinations, the barrier which once existed between vernacular and English schools has broken down, and some progress has been made in unifying the system of secondary education.

The number of high and middle schools rose from 228 to 236, the number of students from 62,409 to 67,678 and the expenditure from Rs. 38·97 lakhs to Rs. 41·67, towards which Government contributed Rs. 21·78 lakhs and fees Rs. 13·69 lakhs. Of the total staff of 4,653 teachers 40 per cent. were trained.

Discipline.

284. Discipline on the whole was good in schools, and has been much improved by the scout movement in this province which is gaining in popularity. In 1926 the provincial branch of the Baden Powell Association contained 6,726 scouts on its rolls, while the Seva Samiti had a membership of 15,678. The rise in the latter has been specially remarkable. During the last quinquennium the number of its scouts has increased by 13,178. Physical training too is receiving greater attention than it did formerly.

High schools.

285. Of the 8,685 candidates who appeared for the high school or equivalent examinations conducted by the Board of High School and Intermediate Education or the Universities of Aligarh and Benares, 4,739, or 54 per cent. were successful.

Two new elements were introduced in secondary schools. Indian music now forms part, as an optional subject, of the curriculum of high schools. And a combined junior course in hygiene, sanitation and first aid has, since 1923, been introduced in Anglo-vernacular and normal schools. The St. John Ambulance recognizes the syllabus, and grants "School certificates" to those who pass the test.

Middle schools.

286. The number of vernacular middle schools rose by 28 to 626, and their total enrolment increased from 54,810 to 60,453. A corresponding increase took place in expenditure from Rs. 13·76 lakhs to Rs. 14·63 lakhs. Nevertheless, both school

and hostel accommodation was inadequate and poor. Though 1,506 more candidates than in 1926, or 17,645 in all, appeared for the Vernacular Final examination, the percentage of success declined from 60 to 58. Agriculture and manual training have been introduced as subjects in certain schools, and the district boards concerned deputed their teachers to undergo courses of training, in Agriculture at the Agricultural School, Bulandshahr, and in manual training at the Government Training College, Lucknow.

287. There were 23 municipalities which had introduced either in the whole or in part of their territory, compulsory primary education for boys between the ages of six and eleven. In 1926 the United Provinces District Boards Primary Education Act, in extending to these bodies the facilities for primary education which the municipal boards had enjoyed, marked a further stage along the path which is designed one day to lead to universal primary education, compulsory but free. Those local bodies, however, who have hitherto tried to secure full attendance in their schools by remitting fees have been disappointed. For the gulf between a voluntary and compulsory system of education cannot be bridged by petty economies of a few annas, which represent the total relief to parents that free education has so far been able to give.

The number of primary schools increased from 18,220 to 18,817, and of scholars from 9,98,592 to 10,38,406; and expenditure rose from Rs. 75·20 lakhs to 78,13 lakhs, towards which provincial funds contributed Rs. 55·90 lakhs and local bodies Rs. 18·54 lakhs. Of the 35,324 teachers on the staff of these institutions 66 per cent. were trained; but from 1925 the proportion of trained to the untrained element has been falling. A change has been introduced in the examining authority in these schools. Whereas formerly the primary examination was conducted by the district inspecting staff, it was in 1927 conducted by head masters of primary schools, except in those institutions where there was only one teacher. The housing system of primary schools is in a deplorable condition and many schools have no habitation. In the Ballia district alone, in the case of 185 schools teachers dispensed learning under a banyan or a *pipal* tree.

Part time schools.

288. Interesting experiments have been made, with varying success, to spread education by agencies other than primary schools. Thus, there were four schools for boys working in

factories—two at Agra for the factories there, one at Aligarh for the boys working in the Postal workshops, and one at Allahabad for those working in the Government Press. But half time schools for children proved a failure and night schools for adults were not a success except in the cities. Co-operative societies however may achieve greater success in tackling the problem of adult education.

Female education.

289. The number of institutions for the education of girls rose from 1,937 to 1,984, and the total enrolment from 76,355 to 81,285, though the expenditure fell from Rs. 14·47 lakhs to Rs. 14·42 lakhs. Of the students 4,437 were Indian Christians, 57,110 Hindus, (2,221 girls belonging to depressed classes) and 12,643 Muhammadans. In the last five years the enrolment of Muslim girls has increased by 53 per cent. while that of depressed class girls has risen almost fivefold.

Two institutions, the Crosthwaite Girls' College, Allahabad, and the Isabella Thoburn College, Lucknow, impart education of the university standard; and the number of students in the degree classes were nine and 29 respectively.

These two institutions also possess sections for Intermediate education, while the Theosophical National College, Benares, is definitely an intermediate college. The number of students was 87.

The number of girls reading in high and middle schools was 3,708 and 4,741 respectively. Mission schools provide the nucleus for the secondary education of girls, and they still form the majority of institutions imparting female English instruction of the middle school stage. Of the 361 candidates who appeared for the Anglo-vernacular middle examination 251 were successful.

Vernacular middle schools rose from 121 to 153 and their total enrolment from 13,462 to 16,464.

Institutions for primary education of girls rose by five to 1,568, and the number of students reading in them from 52,534 to 54,118.

The number of teachers employed in girls schools was 3,340, of whom only 750 were trained. Trained staff is also confined to high and English middle schools.

Training institutions.

290. There were three institutions for training men for teaching in higher Anglo-vernacular institutions, at Allahabad, Benares and Aligarh. The Government Training College,

Allahabad, provides facilities for training 60 teachers per annum, and among them there is a tendency for the element of men with post-graduate degrees to grow. The training department at Benares consisted of 33 men, a reduction having been made in the enrolment in the interests of efficiency. At Aligarh the training department passed out 68 teachers.

The two Government lower grade training colleges are situated at Lucknow and Agra. During the year under review 69 teachers passed out from them, while the number of those receiving training at the two places was 53 and 48 respectively.

The number of normal schools for teachers of vernacular middle institutions remained eight, but two more are contemplated at Chandausi and Sheopur. Some attempt was made to modernize the curriculum by introducing in it instruction in nature study and in first aid. Of the 929 candidates who appeared for the Vernacular Teachers' Certificate examination 52 per cent. were successful.

The number of training classes for teachers of primary schools has progressively decreased during the last few years, and in 1927 it was 65. Of the 1,386 candidates who appeared for the Primary Teachers' Certificate examination 53 per cent. passed.

In the training department of the Isabella Thoburn College, Lucknow, there were six women teachers receiving instruction, while those in training classes and normal schools numbered 316 as compared with 263 in 1926. Of the 120 candidates who appeared for the necessary qualifying examinations 91 came out successful.

Special schools: (1) For Europeans.

291. There were 5,685 European or Anglo-Indian boys reading in special institutions. The training generally was good, for of the 455 teachers employed no less than 68 per cent. were trained. Most of the schools send their pupils for the Cambridge examinations, and in 1927 of the 768 who appeared for these tests 67 per cent. obtained success. Many of these schools also impart vocational instruction, but the poorer institutions, such as orphanages and schools attached to parish churches, have not the means to equip laboratories or plant for technical education. Some of the European schools have a handicap of another character. Children who, after generations of Indian domicile, have little affinity with England except in the matter of surnames receive instruction which is unsuited to them, and which has the further disadvantage that, if they wish to

qualify for a degree in India; their school curriculum is not designed to equip them for any definite stage of university education. The total expenditure rose from Rs. 21·68 lakhs to Rs. 23·91 lakhs.

(2) For taluqdars.

292. The Colvin School, Lucknow, had 48 students on its roll, and of the three candidates who appeared for the High School examination all passed. Government assistance increased from Rs. 6,000 to Rs. 29,967 per annum.

(3) For Muslims.

293. The number of students in special Muslim schools fell from 94,417 to 92,629. As a rule these special schools were ill-housed, and imparted poorer education than the board schools of the mixed type.

(4) For Hindus.

294. Separate statistics for Hindu pathshalas are not available; but their number would seem to be considerable. Their expansion may be due to rivalry with Muslim maktabs, and if so, the added expenditure which they involve is not justified, for the education which they impart, like the Muslim special schools, is not up to the standard of boards' primary schools.

(5) For depressed classes.

295. Education among the depressed classes continued to progress. The number of students in the special schools for depressed classes receded to the enrolment of 1923-24, but was more than balanced by the number reading in other schools. Of the 91,977 depressed class pupils studying in various institutions, 69,051 were receiving education in ordinary schools. Eleven pupils were studying in the intermediate and four in the post-graduate stage, while 29 were receiving training in normal schools and teachers' training classes.

Oriental institutions.

296. In the Sanskrit College, Benares, the number of scholars rose from 518 to 582. Of the 6,739 candidates who appeared from all parts of Northern India for various Sanskrit examinations 58 per cent. were successful; and of these 5,931 belonged to this province.

The Inspector of Arabic Madrasas inspected 39 institutions of which 29 received Government aid amounting to Rs. 35,244. The number of candidates for examinations in Persian and Arabic rose from 485 to 687, of whom 63 per cent. were successful.

Technical education.

297. The Thomason Civil Engineering College is the only institution in Northern India for the training of civil engineers. The unemployment register of the college contains no qualified ex-student.

The Department of Agriculture maintains two agricultural institutions, one at Agra and another at Bulandshahr, while a third, the agricultural institution at Naini, Allahabad, is a non-Government establishment under the American Presbyterian Mission.

The number of educational institutions controlled by the Department of Industries was 121. The Harcourt Butler Technological Institute, Cawnpore, provided diversified courses in practical chemistry and mechanical engineering. The three Government engineering schools at Lucknow, Gorakhpur and Jhansi have mechanics and artizans classes, the school at Jhansi being a regular nursery for supplying apprentices to the Great Indian Peninsula Railway. There were ten Government textile schools with a wide range of education varying from pure research to simple demonstrations in spinning. The four schools of carpentry gave instruction in a variety of subjects connected with wood work, while the three Government leather schools dealt with the manufacture and dyeing of leather. Government also have a pottery class at Benares and a metal working school at Aligarh. Besides all these there are several peripatetic schools, such as those for dyeing and weaving, which carry technical instruction to the homes of people who, already engaged in industry, are unable to resort to central institutions far away. The list, however, does not exhaust the number of schools for vocational training. For, apart from Government institutions, there are many others which are in receipt of Government aid.

40. Literature and the press.

LITERARY PUBLICATIONS.

(See table 162 of the Statistical Abstract for British India, fifth issue, 1927.)

298. The number of publications registered in this province during 1926 rose from 2,653 to 2,840. Number.

299. Hindi books, which accounted for 59·2 per cent. of the total output, claimed as usual a majority of the publications. Urdu and English came next with 15·3 and 6·6 per cent. respectively. There were 99 publications in Sanskrit, 25 in Nepali, nineteen in Bengali, eighteen in Persian and eight in Arabic. Language.

Gujrati, Garhwali, Marathi, Marwari and Maithili accounted for nineteen books, while the number of polyglot publications was 346.

Form.

300. Though prose was the chief medium of expression, verse was frequently employed, and embraced a variety of matters ranging from political and religious homilies to electioneering topics.

Character.

301. The character of the output, as a whole, was poor. There was scarcely a book of sufficient importance to outlive contemporary popularity. In academical subjects there was hardly a production which was the outcome of research. The publications of the year cannot be said to have contributed much to the literature of the province.

Subject and tone: Religion.

302. Works on religion, as usual, formed a considerable proportion of the year's output. Hindu and Muslim writers continued to wage a paper warfare on the comparative merits of their faiths. When tired of this theme, they sometimes turned to Christianity as a target for attack. Among Muhammadans, the Sunni-Shia controversy also formed a favourite topic of discussion.

Hindu publications continued with monotonous iteration to devote attention to historical expositions of Muslim "atrocities;" to descriptions of the merits of the "sangathan" and "shuddhi" movements; and to treatises on cow protection. Muhammadan writers, on the other hand, continued to attack Hindu tenets and deities and to urge the extension of "tabligh" as a retort to "shuddhi." The Ahmadia sect of Muhammadans and Ibn Saud and his followers also received their share of criticism.

To sum up, the general discussion on matters of religion was neither fruitful in results nor always temperate in language.

Politics.

303. Among political writers the tendency to look back rather than to look forward continued. Literature of the nationalist type again consisted of poetic compositions lamenting the departed glories of the country and bewailing its present condition. As remedies, the use of the *charkha* was combined with more serious suggestions for communal unity, national economy and national education, though appeals to force were not entirely absent. Some works were of a biographical character. A Hindu writer traced the causes of economic poverty in India to the downfall of Nand Kumar. There were also works attacking the

prevalence of occupancy rights in Agra when none existed in Oudh. Several advocated permanent or extended revenue settlements.

Social.

304. Serious themes, relating to the elevation of the depressed classes or the remarriage of widows provided a welcome contrast to the general tenor of most of the works produced during the year. The payment of interest on money was also a fruitful topic of discussion. Conversion to another religion as a relief from untouchability was considered. The controversy whether barbers should be ranked among Brahmans continued, and there were books which advocated or refuted the claim of sweepers to be regarded as Hindus. One Hindu writer deplored the abolition of "suttee," and regarded it as an attack on Hindu law.

Miscellaneous.

305. Local boards supplied a fruitful theme for criticism and derision, and personal caricatures were plentiful. Some books dealt with the disabilities of negroes in South Africa, or referred to the atrocities of the Bolshevik revolution in Russia.

One Muslim writer endeavoured to prove that Aristotle, Euclid and Christ were Muhammadans; another tried to establish that the Crusades were not the outcome of militant piety but of pure selfishness on the part of leaders and men; and a Hindu writer produced a recipe for universal success by placing at the disposal of the public charms for the destruction of enemies.

THE PRESS.

Number of journals.

306. During 1926 the number of periodicals and newspapers rose from 580 to 592. All except daily papers, the number of which fell from 21 to 18, shared in the increase. The number of monthly journals which still predominate increased from 234 to 251; weekly papers rose from 160 to 170 and bi-weekly ones from eleven to twelve.

Publishing centres.

307. Lucknow with 84 publications headed the list of publishing centres, closely followed by Allahabad with 76. Then came Benares with 50, Cawnpore with 47, Agra with 45, Meerut with 39, Aligarh with 21, Moradabad with seventeen and Bijnor with twelve.

Language.

308. While the number of Hindi and English papers decreased from 246 to 237 and from 99 to 93 respectively, the number of Urdu papers rose from 196 to 219. There were 24 bi-lingual and ten tri-lingual papers.

Circulation.

309. Eight daily papers in all, as compared with seven in the previous year, had a circulation of 2,000 or over. Among the weeklies the *Pratap* of Cawnpore has a large circulation, and an English paper, *India's Pictorial Magazine*, increased its circulation. The *Chand* (Allahabad), and the *Madhuri* were the most widely read among the monthlies. Of Urdu newspapers, the *Medina*, a bi-weekly, had the largest circulation. Four Urdu papers declined in circulation. This was probably due to the larger number of such papers in the market.

Of the papers that have newly come into existence one has extremist leanings, another advocates Khilafatist and Swarajist views; a third carries on propaganda on behalf of the depressed classes, and a fourth is frankly communal. Nineteen publications have ceased to appear, of which some were extremist and some were anti-official. A good many others had a transient existence and disappeared with the elections that had given them birth.

Tone of the press.

310. The *Pioneer* was a conservative paper and was read outside as well as within the province. During the year under review it generally supported Government, but directs its attention to all-India affairs rather than to matters purely affecting the United Provinces. The *Leader*, whose editor is a Madrasi and one of the leading politicians in this province, is the best edited of the Indian papers. It is a critic of Government, and is insistent in its demand for an advance in responsible government and for the stoppage of European recruitment for the services. The views of the *Indian Daily Telegraph* varied with changes of proprietors and editors: at one time it supported the *sangathan* movement, at another it advocated *swaraj*. The *Abhyudaya*, the chief organ of the Independent Congress party, found in the playing of music before mosques and in civil disobedience fruitful topics of discussion. The *Pratap* supported the *swaraj* movement, and was generally moderate in its language: but this cannot be said of some of the other extremist papers. The *Sahnik* made many reckless comments on public affairs: and the *Vartman* displayed much bitterness on communal questions. Among Muhammadan papers the *Muslim Herald*, the *Hamdam*, and, in a lesser degree, the *Aligarh Mail*, were the chief exponents of Muslim ideals in this province: while the *Medina*, which strongly advocated Hindu-Muslim unity, gave vent to its disappointment at the growing rigidity of Hindu leaders.

311. There were many papers, especially the less important dailies, whose language exceeded the limits of reasonable criticism, and whose *raison d'être* appeared to be little else than to pour abuse on Government and their officials. Many might have been prosecuted, but Government displayed the greatest forbearance and took action only against the worst offenders. Three papers were warned. The editor of the *Vartman* was prosecuted, but the prosecution was not pressed when he tendered an apology. The editor of the *Awaz* (Meerut) was convicted of defaming a Government official.

Subjects discussed: Communal questions.

312. Communal questions, and especially communal riots, continued to engross the attention of the press. The riots were generally but not universally condemned. Some extremist papers professed to find in them a means for awakening the manhood of the people. Each community regarded with suspicion the activities of the other: and while Hindi papers urged that the *shuddhi* and *sangathan* movements were essential for the preservation of the community, Urdu ones dwelt with equal insistence on the necessity of *tanzim* and *tabligh*. The question of music before mosques continued to be discussed with unabated ardour, but though the parties directed their main attacks on each other, Government came in for its usual share of criticism. The elections only temporarily shifted controversy from the religious to the political sphere.

Foreign affairs.

313. The affairs of the Nizam were a fruitful source of division in the two sections of the press. Muslim newspapers supported the restoration of Berar, while the Hindu press opposed it. The two sections of the press generally combined to protest against the deposition of the ex-Maharaja of Nabha and the alleged forced abdication of the Maharaja of Indore. They also joined in denouncing the League of Nations as a manifestation of white jingoism for the subjection of coloured races. The French action in Syria was quoted as furnishing an example in point, and the anarchy in China was treated as the first symptom of Asiatic revolt against foreign domination. The press was almost unanimous in protesting against the personnel of the Indian delegation to the Imperial Conference. The Muslim press lamented the fate of Abdul Karim, and a section condemned in strong terms the iconoclasm of Ibn Saud.

Internal affairs.

314. The Indian press was generally agreed in condemning the recommendations of the Currency Commission and in foretelling disaster from the adoption of a one-and-six-penny ratio.

The Agricultural Commission met with less opposition, though a section of the press insisted on seeing in it a move on the part of English industrialists to exploit Indian agriculture. On questions relating to the amendment of the District Boards Primary Education Bill and to the introduction of reforms in the North-West Frontier Province discussion again diverged on communal lines.

41. Arts and Sciences.

(*See the reports on the Lucknow and Muttra museums and on the Allahabad Public Library for the year ending March*, 31, 1927.)

Museums.

315. The Provincial Museum at Lucknow had a prosperous year, for its new acquisitions were both numerous and valuable. The additions to the various sections were as follows :—Archaeology 59; Coins 713; Natural history 8; Ethnography 60; Pictures 9 and Library 49. The number of visitors, however, fell from 141,044 to 127,874.

The accessions to Archaeology consisted chiefly of sculptures and their plaster casts, inscriptions and their estampages, metal and clay objects and photographs of monuments. Among sculptures was a fine seated image of Buddha in a teaching attitude, but unfortunately without the head. It is a matter of wonder how such a find could have been made at Bulandshahr. Another important addition was a copper plate grant, discovered in the Partabgarh district, of King Govindachandradeva of the Gahadavala dynasty of Kanauj, and records the grant of a village to two Brahmins as a "shankalp" after a bath in the Ganges at Prayag on Thursday, the 15th of the dark half of the month of Phalgun Vikrama Samvat 1184. The plate contains 21 lines of Nagri script and is in a fair state of preservation. The numismatic additions consisted of some rareties such as the gold pieces of Jalal-ud-din Ali Bin Sam and Sher Shah, a rare coin of the Indo-Greek King Diodotus and two mohars of Jahangir. There were also some very fine specimens of silver coins, such as those of Ghias-ud-din Ghori, Saif-ud-din, Hasan Qarlagh Altamash, and Bairam Shah, a unique rupee of Akbar, mint Agra, a rare variety of Jahangir, mint Ahmadnagar, and a new type of Jahangir, mint Ellichpur. Classified according to metals the new coins consisted of 32 gold, 218 silver, 442 copper and 21 billon.

Among the Natural History additions the most notable one was a rare variety of duck, probably a "stiff tail," shot at Dhumri in the Etah district. The sixty objects added to the Ethnography section were also interesting.

Among the pictures which were added to the museum the most interesting and the most valuable was an old historical painting depicting Timur's invasion of Qandhar. Despite its partially damaged condition it bears testimony to a high standard of Mogul art which must have flourished then to give it birth. A water colour painting of Ali Naqi Khan, father-in-law and Prime Minister of the last King of Oudh, is a good specimen of Lucknow art of the period.

It is worth noting that a good many of the accessions which the museum received came from district officers who, either sent them from their own districts, or procured them from private collections, such as that of the late Mr. Langworth Dames of the Punjab.

The library received some important additions. The net cost to Government rose from Rs. 17,019 to Rs. 17,052.

The museum at Muttra obtained a plaster cast of the Muttra Lion capital which is now in the British Museum, London, while the library also received some valuable additions. The new building for the museum for which Government made a grant of Rs. 50,000 was well in hand, and is to be named after Lord Curzon who revived archaeology in India. The museum already possesses a catalogue for almost three-eighths of its contents. The cost of the museum amounted to Rs. 2,160.

316. At the end of the year under review the Public Library at Allahabad contained 33,595 volumes. At first sight this suggests a decline of over a thousand books. But as 1,605 books of Parliamentary papers were rebound in 321 volumes, the actual size of the library in reality increased. The library now possesses an excellent catalogue. The number of depositors increased from 932 to 953, while the total number of books issued varied slightly, falling from 10,653 to 10,369. The number of visitors rose from 18,983 to 20,074. The total expenditure amounted to Rs. 13,643 towards which Government contributed Rs. 8,487. **Libraries.**

317. The Marris College of Hindustani Music supplies a long felt want in the artistic life of the province. It is the only institution of its kind in Northern India. The number of students was 147 of whom fourteen were girls. The fact that, in a **Music.**

society which is still almost exclusively "purdah," the college with so recent an origin has a membership of fourteen girls is an indication, not only of the gap which had formerly been left in the education of girls, but also of the rapidity with which the college is finding acceptance with parents as an institution of undoubted benefit. It possesses a library which contains almost all the available books on music which have been printed in English, Sanskrit, Persian, Urdu, Hindi and other Indian languages, and contains in addition some valuable and rare manuscripts. The Government grant has been increased to Rs. 8,000.

CHAPTER VIII.—ARCHAEOLOGY.

42. Archaeology.

(See extracts relating to the United Provinces from the reports of the Superintendent, Hindu and Buddhist Monuments, Northern circle, and of the Superintendent, Muhammadan and British Monuments, Northern circle, for the year ending March 31, 1927.)

(The Government of India have the charge of all the monuments of major importance in the province, to which alone reference is made below.)

(1) HINDU AND BUDDHIST MONUMENTS.

Conservation.

318. At Sarnath the lack of funds was responsible for curtailing the projected programme of repairs which had to be confined to the Early Gupta Monasteries II and IV, to the mediæval Dharmachakra Jina Vihara Queen Kumaradevi, and to the north and south retaining walls of the forecourt of the main shrine.

At Kasia in monastery D the eastern wall was entirely rebuilt and the northern one was repaired; in the adjoining monastery L the ugly stepped buttresses that had been erected to strengthen its walls twenty years ago were removed and repairs were carried out where necessary; and in monastery E a large portion of the south and east sides was rebuilt on the old foundation. Through the generosity of two Burmese gentlemen the work of restoration has been started on the Pari Nirvana stupa and the Matha Kuar temple.

At Sahet work was largely confined to the monastery round temple no. 1 and to the Kushan monasteries G and F, where a good deal still remains to be done.

At Gaahwa the special work of preserving monuments begun two years ago in the fort was completed with the repairs performed last year on shrines 2, 3 and 4 and on the Trimurti temple, which has been re-floored and re-roofed. New spouts were laid on for draining the roof.

In several other places jungles were cleared, and various repairs were carried out on temples.

The total amount of money spent on conservation rose from Rs. 21,686 to Rs. 25,875.

(2) MUHAMMADAN AND BRITISH MONUMENTS.

Conservation.

319. The total expenditure of the year rose from Rs. 1·40 lakhs to Rs. 1·48 lakhs of which Rs. 51,184 was spent on special repairs, Rs. 49,205 on annual repairs and maintenance, and Rs. 47,287 on the upkeep of archaeological gardens. The bulk of the money under the first item was originally earmarked for an engine and pumping plant at Sikandra which, however, were not installed during the year.

The chief work done was the consolidation and the levelling of the forecourt of Akbar's tomb. Work was also started on laying a stone floor in the arcades surrounding the main shrine of the tomb, while other repairs were carried out.

Estimates were prepared for the conservation of Itimad-ud-Daula's tomb at Agra, and the work is expected to cost Rs. 46,616. Repairs costing Rs. 24,000 were actually carried out during the year, the chief items being the paving of the floor of the south and the inner side pavilions and the restoration of causeways and water channels on the north, south and west sides.

In the Agra fort repairs were carried out on the Akbari and Jahangiri mahals; missing chajja stones were replaced in the Moti Masjid; the terrace in front of the Hindu temple was repaired; and extensive work of underpinning and pointing was performed on the western wall of the Diwan-i-Am compound.

In the Taj the work consisted mainly of repairing or replacing the floor and lattice works of "chatris."

In the Fatehpuri mosque the northern compartment was repaired, arches were restored, and chajja slabs were replaced. A portion of the compound wall of the Roman Catholic cemetery was rebuilt, some of the graves were replastered and their fallen headstones were reset.

Other repairs were also carried out on the walls and gateways at Fatehpur Sikri, the forts at Jagner and Aligarh, on Shah Pir's tomb at Meerut, the kiosks on the Gomti bridge at Jaunpur, on Daulat's tomb at Mahanagar, on Iftikhar's tomb at Chunar, the Khusro's tomb at Allahabad and the Aurangzeb's mosque at Benares. At Kalpi repairs were continued on the Chaurasi Gumbad. At Lucknow the experiment of employing a gang of supervisors to look after the cleanliness of archaeological buildings proved a success, and some repairs were made at the Residency, the Alam Bagh house and the Sikandar Bagh buildings.

CHAPTER IX.—MISCELLANEOUS.

43. Ecclesiastical.

320. The Indian Church Measure was under discussion during the year, but did not come into force till after its conclusion.

The arrangement according to which ecclesiastical works of a value not exceeding Rs. 20,000 are no longer in charge of the Buildings and Roads Branch of the Public Works Department but of chaplains has proved both unsatisfactory and difficult in practice.

44. Emigration and immigration.

(*See the report on the working of the Indian Emigration Act, VII of* 1922, *and the rules issued thereunder in the Presidency of Bengal for the year* 1926, *and the report on the working of the Assam Labour and Emigration Act VI of* 1901, *for the year ending June* 30, 1927, *and tables* 172 *and* 173 *of the Statistical Abstract for British India, fifth issue,* 1927.)

Foreign emigration.

321. There was no emigration to countries overseas during 1926.

The total number of returned emigrants from colonies who disembarked at Indian ports was 3,428 as compared with 3,032 in the previous year. Of these 48 were lepers, 1,166 were paupers, and 1,030 had brought savings which, in each case, exceeded Rs. 150. It is not stated to what part of India the bulk of the returned emigrants belonged or where they went after their repatriation.

Inland emigration.

322. The total number of labourers recruited in eighteen districts of this province for the tea plantations of Assam rose from 3,760 to 4,005. The districts of Cawnpore, Gonda and Bahraich were mainly responsible for the increase which perhaps was due to the greater number of sardars deputed to these places by the garden managers for purposes of recruitment. On the other hand, the number of recruits from the Gorakhpur district declined. Two cases of illegal recruitment were detected in Basti, and the offenders were convicted. Two others came to light in Gorakhpur; and it appears that recruitment without

authority by private persons goes on to a certain extent. One of the cases prosecuted resulted in the conviction of the accused, while the other is still *sub judice*.

Immigration.

323. No statistics are available about immigration into this province.

45. Government Printing and Stationery.

(*See the reports on the working of the Government Presses and on the consumption of stationery for the year ending March* 31, 1927.)

Government Press.

324. The work of the Government Press, Allahabad, continued to increase, the rise being specially noticeable in the work done for the departments of Police and of the Administration of Justice. The general election in 1926 added considerably to the activity of the press, though private presses performed the bulk of the election work. The branch presses at Naini Tal and Lucknow worked satisfactorily, and were specially busy during the passage of the Agra Tenancy Act. The number of convicts employed at the branch press, in the Naini Central Jail rose from 263 to 267. The printing of khasra maps for settlement officers used largely to be done outside this province, but steps were taken during the year to make the press independent of external help.

The quantity of paper ordered from the Central Stores rose by 50 tons to 661. The quality of the Manilla paper was bad, and complaint had to be made about the non-permanence of the dyes used for red tape. Offices generally underestimated their requirements when they indented for registered forms. In consequence several supplementary indents had to be sent, which added both to the freightage and to the work of the staff.

Receipts for the year rose from Rs. 3·41 lakhs to Rs. 3·73 lakhs and expenditure from Rs. 5·60 lakhs to Rs. 9·34 lakhs.

The number of books registered fell from 2,992 to 2,776 of which 2,073 were original works while 703 were reprints.

Stationery.

325. The total value of stationery and rubber stamps issued during the year was Rs. 5·04 lakhs as compared with Rs. 4·76 lakhs in the previous year. The average cost of supply, *per capita*, for the whole of the province rose from eleven to twelve rupees.

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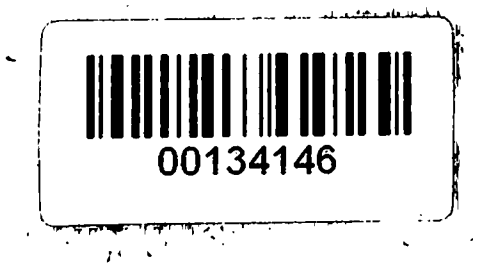
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